

**The History of the Principal Preparation Program:
Planned Program Change At Virginia Tech**

by

Albert Camburn

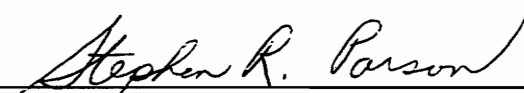
Dissertation submitted to the Faculty of the
Virginia Polytechnic Institute and State University
in partial fulfillment of the requirements for the degree of

DOCTOR OF EDUCATION

in

Educational Administration

APPROVED:



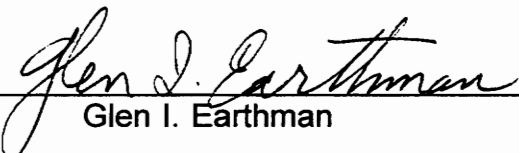
Stephen R. Parson, Chairman



David J. Parks



Wayne M. Worner



Glen I. Earthman



E. Mark Pace

July 1994

Blacksburg, Virginia

C2

LD
5655
V856
1994
C363
c.2

The History Of The Principal Preparation Program:

Planned Program Change At Virginia Tech

by

Albert Camburn

Committee Chairman: Stephen R. Parson
Educational Administration

(ABSTRACT)

In 1987 the Educational Administration Program Area at Virginia Tech began the process of change in its masters program for principal certification. This study examined the variables involved with that planned program change. The researcher used the historical method of research. Three variables of the Probability of Adoption of Change (PAC) model (Creamer & Creamer, 1986)--**circumstances, leadership, and strategies**--were used as organizational tools. The primary sources of data were interviews, letters, state and university documents, and documents on computer disks.

First, the internal and external circumstances that occurred before, during, and after the change process began are examined. Second, the leaders are identified and their roles are explained in the planned program change. Third, the leaders' strategies are examined. Fourth, an epilogue looks at the program after implementation.

The researcher found that all three variables played significant roles in the change process. For example, the circumstances directly linked to

Virginia Tech caused substantive discussions between faculty concerning the state of principal preparation. Second, two faculty members were willing to be the changemasters and do the work necessary to develop a new program for principal preparation. Third, the leaders understood their strengths, and purposefully developed their strategies around them.

The research contributes to the general field of knowledge in planned program change from theory to practice. The study has archival relevance for the educational administration program area faculty at Virginia Tech and provides information for students of educational administration.

Acknowledgements

I wish to extend special appreciation to Drs. Wayne Worner and David Parks, my mentors, for their encouragement, guidance, and good talks throughout my doctoral program and for their assistance and support throughout this study.

I wish to thank the members of my committee, Dr. Steve Parson, Dr. Glen Earthman, and Dr. Mark Pace.

I wish to thank my parents, Richard and Mary Camburn, for their support.

Finally, I wish to thank my family, Rosary and Ella, for their love and support.

Dedication

To Rosary, without her love, encouragement, and support, I would not have been able to complete this study.

Table of Contents

	Page
ABSTRACT	ii
Acknowledgements	iv
Dedication	v
Preface	1
CHAPTER I	7
THE CIRCUMSTANCES FOR CHANGE	7
The National Circumstances	8
The State Circumstances	12
Circumstances in Reaction to the Governor's Commission	15
Advisory Committee for Principal Preparation and Professional Development	17
Worner's Report	19
Committee on Restructuring Principal Preparation Programs	22
Circumstances at Virginia Tech	25
The Southern Regional Education Board Meeting	26
The Danforth Foundation	30
Adding Danforth to the Mix	31
Analysis of the Influence of the Circumstances	34
CHAPTER II	37
LEADERSHIP	37
Positioning for Leadership	39
Developing Support and Collaboration	42
The Leadership Mantle Bestowed	45
Analysis of Leadership	46
CHAPTER III	50
STRATEGIES FOR CHANGE	50
Political and Economic Strategies	51
Sharing Leadership	51
Working to Change Certification Requirements	53
Gathering Internal Support and Collaboration	57
Gathering External Support and Collaboration	58
Coinciding Activities	60

Exploring Virginia Department of Education Financial Support	60
Consolidating Internal and External Support	61
The Program Unfolds	67
Faculty Support for Curriculum Delivery	70
Academic Strategies	74
Re-inventing the Principal Preparation Program	75
Framing the Problem	75
Defining the Concept of the Principal	76
Defining the Components of the Program	81
Content Components	83
Delivery Components	85
Governance Component	91
Assessment Component	92
Putting the Puzzle Together	93
Implementing the Program	97
Analysis of Strategies for Change	99
CHAPTER IV	103
EPILOGUE	103
Curriculum	105
Communication	111
Iterations	112
REFERENCES	115
VITA	123

Preface

This study is a history of the planned program change of the masters program for principal preparation in the educational administration program area at Virginia Tech. It covers the period from the fall of 1987 to the summer of 1989 and frames the history around the circumstances for the change, the leadership, and the strategies used in the change process.

In chapter one the circumstances or the sources of impetus for change are discussed. The circumstances occurred in both the internal and external environments of the program area. Some were more influential than others and played a part in determining the design of the revised program. The circumstances included national reports, state reports, the interest of a national foundation, research, and opinions of professors of educational administration and members of the program area faculty.

The most prominent of the external circumstances was the Governor's Commission Report Excellence In Education: A Plan For Virginia's Future released in 1986. The report was commissioned by Governor Gerald Balliles to review the condition of education in Virginia's schools and the state of preparation programs for teachers and administrators offered by the institutions of higher education in Virginia. Recommendations were made for improvement of preparation programs for educational administration with a call for revisions to be completed by 1990. The Governor's Commission

(1986) recommended that preparation programs for educational administration place more emphasis on leadership training and assessment. It spawned two reports by the Virginia Department of Education to bring the recommendations of the Governor's Commission to reality.

The first was the Report on Preservice Training and Endorsement of Principals (1986). It was written by the Advisory Committee for Principal Preparation Programs and Professional Development. The committee was appointed by William J. Burkholder, deputy superintendent for Compliance and Field Service Office, for Professional Development and Teacher Evaluation for the Virginia Department of Education. The report suggested new guidelines for principal preparation programs offered by institutions of higher education in Virginia.

The second report was written by Wayne Worner (1988), a Virginia Tech faculty member. Worner's report was commissioned by Thomas Elliott, administrative director for the Office of Professional Development and Teacher Education. Elliott wanted Worner to report on the quality of principal education programs in Virginia and prepare a review of the literature related to principal preparation initiatives nationwide.

A circumstance of some consequence on the national level was the National Commission on Excellence in Educational Administration report Leaders for America's Schools (1987). The Commission suggested principal preparation programs did not meet the needs of future principals and outlined

program changes institutions of higher education could make to improve principal preparation.

After the planned program change was underway, the Danforth Foundation became interested and added Virginia Tech to Cycle IV of its Principals Preparation Program network. Danforth offered its own criteria for programs and an added bonus of funding for planning and implementation purposes. Tech received \$5,000 in start up funds and \$40,000 for operating expenses.

The internal circumstances at Virginia Tech included a Southern Regional Education Board (SREB) meeting in 1982. At the meeting, Worner was exposed to the National Association of Secondary School Principals' (NASSP) principal assessment materials. When Worner returned to Virginia Tech, he made the improvement of principal preparation his special project. Worner's involvement with the planned change spanned five years. When the Governor's Commission Report was released, the idea for a planned program change reached a level of comprehensibility for Worner. By December, 1987, the faculty felt a need to change the masters program for principal certification.

Leadership in the planned program change is the focus of Chapter Two. Leaders are the "prime movers" or "changemasters" in a planned change. They are responsible for focusing the resources of the organization on successful implementation. Creamer and Creamer (1986) indicated the

primary purpose of leadership is to make planned change or innovation possible for the organization. Leaders have a vision and can empower people to achieve the goal of the vision. The goal for the leaders at Virginia Tech was to re-invent the program for principal preparation.

The principal preparation program change originally had one leader, Worner. He had a vision to transform the masters program for principal certification into a program of preparation. Sproull, Weiner, and Wolf (1978) theorized that in a classical style organization leaders formally hold the leadership position and take the lead in a change. But in an educational organization leadership is fluid with its members acting more as independent agents. Worner was not in a formal leadership position, but he was a full professor and a former dean and division head. Worner needed approval from the program area faculty to proceed with a change. He got their approval by doing the research, presenting the idea, and volunteering to do the work.

Worner preferred the term facilitator over leader. He understood that in order for the planned change to be successful he would not be able to be the sole leader. There were aspects of the change he was uncomfortable leading. Therefore, he reached out to David Parks to help him with the planned change. They formed a strong team capable of addressing most needs in the planned change.

The strategies taken to implement the planned change are explored in Chapter Three. Worner said that at the time of the planned change, the program area's main priority was the doctoral program. He was successful in convincing the faculty that there were problems with how future principals were trained. The faculty reacted positively, and the revision of the masters program was given a high priority.

Part of Worner and Parks' strategy grew out of Worner's tapping of Parks for the role of cofacilitator. Worner was the politician and fund raiser for the change. Parks worked as the program developer. Parks took on the task of constructing the academic structure of the program. Worner's role was to organize the development group, communicate with interested people, and find money to support the effort.

Neither Worner nor Parks saw much value in the old model of principal certification and proceeded to re-invent the masters program. They drew in practitioners from one school division to explore the possibility of developing a new program. Their idea was to start with a small, collaborative group of faculty members and practitioners. After the initial work had been done, they expanded the group and worked toward a final product.

An epilogue covering the time after implementation is the focus of Chapter Four. After implementation of the new program several issues remained in question. For example, the Virginia Department of Education

hadn't begun the process of approval of newly revised principal preparation programs. Tech began its program several months before its formal review.

CHAPTER I

THE CIRCUMSTANCES FOR CHANGE

In December of 1987, the faculty of the educational administration program area at Virginia Tech met for their annual retreat in Staunton, Virginia. Among the items on the agenda for the retreat were two program items for the faculty to ponder. The items were:

1. Continuing to provide high quality doctoral programs at three locations (Tidewater, Northern Virginia, and Campus).
2. Development of an exemplary initial preparation program and development programs designed to enhance the performance of practicing principals. (Worner, 1988c, January)

Item one was a priority for the program area; item two dealt with an issue that would lead to a major planned program change.

Before and including the 1980s, the program area had not made a major commitment to the initial preparation of principals. The masters program was a certification program, not a preparation program, and was overshadowed by a comparatively larger postmasters program (Worner, 1987b, November). The masters program for principal certification at Tech, like many in the country, was driven by state requirements. It had a set number of courses, a specified degree, and, most important, led to state licensure.

From 1979 to 1987 circumstances were occurring on the state, national, and faculty levels which strongly suggested that programs for principal certification offered by Virginia Tech and other institutions of higher education were flawed and needed to be revised.

On the national level the circumstances included publications and recommendations of key organizations and policy makers:

1. Guidelines for Preparation of School Administrators (1979), a publication of the American Association of School Administrators.
2. Leaders for America's Schools (1987), a report of the National Commission on Excellence in Educational Administration.
3. Principal Selection Guide (1987), a publication of the Office of Educational Research and Improvement, U.S. Department of Education.
4. Improving the Preparation of School Administrators (1989), an agenda for the improvement of school leadership training was developed by the National Policy Board for Educational Administration.

The National Circumstances

As the program evolved, faculty were asked to make presentations to various groups. Worner prepared a graphic (1990) which identified key events that influenced the program area in the planned program change of the principal preparation program. On the national level, the National

Commission on Excellence in Educational Administration (1987) and the National Policy Board for Educational Administration (1989) were significant. The National Commission believed leadership for educational administrators was poorly defined by institutions of higher education and recommended that their preparation programs be restructured. The Commission made specific recommendations it believed would enhance the quality of preparation programs. The recommendations were as follows:

- Educational leadership should be redefined.
- A National Policy Board on Educational Administration should be established.
- Administrator preparation programs should be modeled after those of other professions.
- At least 300 universities and colleges should cease preparing educational administrators.
- Programs for recruitment and placement of ethnic minorities and women should be initiated by universities, school boards, state and federal governments, and the private sector.
- The public schools should become full partners in the preparation of school administrators.
- Professional development activities should be an integral component of the careers of professors of educational administration and practicing administrators.
- Licensure programs should be substantially reformed. (National Commission on Excellence in Educational Administration, 1987, p. xiii)

The Commission was critical of the universities' preparation programs for school administrators. The programs failed to differentiate between the educational and practical needs of future school administrators, professors, and researchers. School administrators, as with other service professionals, need more than mastery of a body of knowledge. "Their performance

depends on the ability to determine the needs of those they serve and to meet those needs with practical skills rooted in an appropriate knowledge base" (National Commission on Excellence in Educational Administration, 1987, p. 19). To meet the particular educational needs of school administrators the commission urged that preparation programs be designed around five strands:

- the study of administration,
- the study of the technical core of educational administration and the acquisition of vital administrative skills,
- the application of research findings and methods to problems,
- supervised practice,
- demonstration of competence. (National Commission on Excellence in Educational Administration, 1987, p. 19)

Also included on Worner's graphic of key events were the recommendations of the National Policy Board for Educational Administration (1989). According to Worner, those recommendations stimulated a national concern regarding the improving the preparation of school administrators. Worner and Parks did not completely agree with the recommendations. For example, the National Policy Board advocated a full-time internship for one year, another year of full time residency at the university, and a doctorate in educational administration as prerequisites to national certification and state endorsement.

Parks and Worner agreed with the National Policy Board in regard to the internship but not full-time for a year. They disagreed with the idea of a residency requirement and the doctorate for certification. In Worner's opinion,

it was the concern about the need for improvement that put the recommendations on the graphic - not the content of the report. Parks included an outline of the National Policy Board recommendations in subsequent presentations concerning the development of the restructured program for principal preparation at Virginia Tech. His outline included the following:

- Vigorous recruitment strategies to attract the brightest and most capable candidates of diverse race, ethnicity, and sex
- Entrance standards to preparation programs to be dramatically raised to ensure strong analytic ability, high administrative potential, and demonstrated teaching success
- Quality of faculty in administrator training programs be enhanced by strengthening staff development, maintaining critical mass of at least five full-time faculty members, and ensuring appropriate student-faculty ratios
- The doctorate in educational administration be a prerequisite to national certification and state licensure for principals
- One year of full-time academic residency and one full year of field residency be include in preparation programs
- Common core of knowledge and skills be included in curriculum, including teaching/learning, organizational theory, social and cultural influences on schooling, leadership, and ethics
- Long term, formal relationships be established between universities and school districts to create partnership sites for clinical research and field residency
- A national professional standards board be established to develop and administer a national certification examination
- National accreditation of preparation programs be required. (Cited by Parks, 1990)

The State Circumstances

Worner (1993) said that the circumstances on the national level weren't as much influential as they were thought provoking and provided sources for discussion with faculty. There was, however, no direct linkage between Tech and the recommendations for principal preparation made on the national level. On the state level a linkage did exist. Any circumstance that occurred on the state level would likely lead to more than just discussion. For example, the masters program for principal certification followed guidelines established by the Virginia Department of Education and approved by the Virginia Board of Education. Any change in the guidelines would require the educational administration program area to redesign its program to meet the Virginia Board of Education standards.

On the state level, the major circumstance for change influencing the masters program for principal certification was the Governor's Commission on Excellence in Education (1986). The commission questioned how effectively Virginia's institutions of higher education prepared teachers and administrators. Recommendations were made to bring Virginia's educational programs into the company of the nation's elite programs. The recommendations specifically aimed at the preparation of principals were:

... recommend that public and private colleges and universities revise graduate programs to provide more emphasis on assessment of leadership potential of persons who want to be principals and more

training in leadership skills and teacher evaluation for those currently employed as principals.

To this end, all prospective principals and those principals applying for recertification must satisfactorily complete an approved assessment program.

Performance should be [standard] for selecting, preparing, and compensating principals. The skills, knowledge, and behavior characteristics principals need to know are known. They can be measured and taught. We recommend that by July 1, 1990, revised programs in school administration be in place to enable school divisions to select persons with potential, to develop the qualities necessary for the job, and to evaluate and compensate principals based on performance. (Governor's Commission on Excellence in Education, 1986, p. 11)

The Governor's Commission recommended that Virginia's institutions of higher education revise their programs in school administration. It was unclear how many or how big the changes would have to be, and, more importantly, there was no mention of the role the Virginia Department of Education might play concerning the revisions. It was unclear if the endorsement guidelines then in place were going to change. Historically, the institutions of higher education developed their principal preparation programs to meet the guidelines established by the Virginia Department of Education.

In 1986, faculty members in the educational administration program area at Virginia Tech were divided in their opinions of the importance of the masters program for principal certification to the program area. Richard Salmon, a faculty member, believed the program area should concentrate on doctoral programs and that masters-level work should be done at smaller,

regional colleges. On the other hand, Glen Earthman, program area leader, and David Alexander, a faculty member, saw the masters program as a feeder program for the doctoral program and a source of revenue.

Alexander didn't believe that the commission report necessarily meant wholesale changes would have to be made in the masters program for principal certification. He was more concerned, as was Worner, with the recommendation about the preparation of teachers in Virginia, and the implications it held for the program area and the college in general.

To bring about a real change in the way teachers are prepared in college, the degree in teacher education should be abolished. The first requirement for teachers in Virginia must be that they are broadly educated in the liberal arts and thoroughly prepared in the subjects they will teach.

We therefore recommend that an undergraduate degree in an arts and sciences discipline be required for all teachers educated in Virginia, effective July 1, 1992. (Governor's Commission on Excellence in Education, 1986, p. 9)

The commission's recommendation to eliminate the degree in teacher education became a reality.

The report of the Governor's Commission on Excellence in Education in October 1986 made recommendations designed to place Virginia in the nation's top states in the quality of education it offers. One of the results of the report was that effective July 1, 1994, graduates of restructured teacher preparation programs in Virginia will be licensed only if they have an undergraduate degree in an arts or sciences discipline, with a limit of 18 hours of professional education, and a program emphasizing increased field experience. (Spagnolo, 1993, p. iii)

Both Worner and Alexander believed the loss of the undergraduate teaching degree was a harbinger of what could also happen to programs in educational administration. The decision to abolish the undergraduate degree in education was a serious blow to the College of Education; it meant several degrees would be lost and enrollment seriously eroded. If undergraduate teaching degrees could be abolished, might graduate programs in education be next?

Worner believed the chance of losing graduate programs was real. Faced with a recommendation to abolish the undergraduate degree in education he began to step up his campaign to restructure Tech's masters program for principal certification. In his opinion, the program area would have to take the initiative in the restructuring process. He wanted to show that Tech was moving ahead to improve the education of future principals.

Circumstances in Reaction to the Governor's Commission

The Governor's Commission on Excellence in Education (1986) implied principal programs offered by institutions of higher education in Virginia were not meeting the needs of aspiring principals or the schools they would serve. Its intent was to draw attention to the programs and mandate the restructuring process. After the report was released it became the responsibility of the Virginia Department of Education to implement the recommendations. In order to do so, the department had to construct a new set of guidelines for

principal preparation programs. In 1987, the Virginia Department of Education began the process by establishing committees and commissioning reports to respond to the Governor's Commission Report. Five activities directly related to that process were:

1. Creation of an Advisory Committee for Principal Preparation and Professional Development (1987). That committee reviewed the recommendations of the Governor's Commission that applied to principal preparation.
2. Preparation of a report by Worner for Thomas A. Elliott, Administrative Director for the Office of Professional Development and Teacher Education, about the quality of principal education programs in Virginia. The report included a review of literature related to principal preparation initiatives (1988).
3. Development and distribution of Guidelines for Restructuring Educational Leadership Programs (1988) by the Virginia State Department of Education Ad Hoc Committee on Teacher Education.
4. Preparation of a report entitled Preparing Virginia School Administrators: An Analysis of Policy Options (1988), by the Virginia Educational Policy Analysis Center (VEPAC).
5. Release of Restructuring of Principal Preparation Programs (1989), the Virginia State Department of Education guidelines for restructured principal preparation programs.

Advisory Committee for Principal Preparation and Professional Development

The Advisory Committee for Principal Preparation and Professional Development (1987) produced a document entitled Report on Preservice Training and Endorsement of Principals. The committee was appointed by William J. Burkholder, Deputy Superintendent for Compliance and Field Service Office, for Professional Development and Teacher Evaluation for the Virginia Department of Education. Its task was to review the two recommendations for principal preparation by the Governor's Commission on Excellence in Education (1986).

The Advisory Committee was chaired by Judith D. Whittemore, Superintendent of York County Public Schools. Included on the committee were practicing school administrators from local school divisions, professional organization officers, and representatives from higher education. Two of the higher education representatives were Richard A. Flanary (Virginia Tech) and David H. Lepard (George Mason University). They also served as directors of assessment centers sponsored by the National Association of Secondary School Principals at those two institutions.

According to Astuto, Wagoner, and Yeakey (1988) the Virginia Board of Education had unanimously endorsed regional assessment centers in 1984. The purpose of the centers was to improve the administrative skills of principals with the National Association of Secondary School Principals model

protocols. Indeed, the advisory committee's guidelines to implement the Governor's Commission recommendations were laced with ideas strongly endorsing the assessment concept as part of principal preparation and certification. The profusion of such language indicates that Lepard and Flanary had considerable influence on the wording of the report.

The committee's endorsement of the assessment model did not go unnoticed by the program area faculty at Virginia Tech. Dick Salmon viewed the Advisory Committee Report as a self-serving discourse by educators with a strong bias for the National Association of Secondary School Principals' assessment model. Worner, who had spent the month before the report's release interviewing principals about the jobs they were asked to do, was noticeably miffed when he responded to the Advisory Committee report.

It seems to me as well, that the suggestion that the development of training programs should depend exclusively on public schools for information on training needs is either misguided or arrogant. Neither institutions of higher education nor local school divisions have a corner on the market relating to the preparation of administrators. Substantial research and conventional wisdom exist to inform the cooperative planning of school divisions and universities in the preparation and continuing education of administrative personnel. All of it should be used.

The Advisory Committee's suggestion in response to recommendation 17 adds little to clarify the issue of criteria against which professional competence will be judged. The suggestion noted above is that periodically each practicing administrator will be assessed against some unknown set of standards. Perhaps the NASSP criteria again? As a result of such an assessment, a personnel development plan will be prepared. Each administrator will then have the opportunity to visit some regional center where their deficiencies can be remediated or their development enhanced. The question again is---

- A. Will the state prescribe a set of criteria or standards which describe an effective principal?
- B. Will local school divisions be expected to set standards and evaluate the performance of principals against those standards? (Worner, 1987b, November)

The advisory committee presented its report to the Virginia Secretary of Education and his cabinet in October, 1987. At Virginia Tech, the report seemed to have little impact on planning underway to redesign principal preparation. Earthman recalled some discussion among the faculty. He did not recall any substantive arguments by faculty members about the advisory committee's report. It did, however, convince Worner that not only did he need to work in the restructuring effort at the university but at the state level as well.

Worner's Report

Worner's opportunity to influence the restructuring of principal preparation on the state level was not long in coming. In April, 1988, Worner was approached by Dr. Thomas Elliott, administrative director for the Office of Professional Development and Teacher Education. Elliott wanted Worner to work with his office in the development of guidelines for quality assurance in the preparation of principals. Worner believed that Elliott did not want the Virginia Department of Education to summarily mandate new guidelines for principal preparation to institutions of higher education without the institutions'

participation. Elliott wanted his office and the institutions to take the lead in the restructuring process.

Worner was asked to conduct a two-part study for Elliott. First, he would review extant preparation programs in Virginia for quality control related to admission and exit criteria. Second, he was asked to review relevant research and examine model programs throughout the country. He was asked to make suggestions on how to improve the quality of Virginia's preparation programs. Worner viewed his role as an advisor to the Virginia Department of Education.

On July 27, 1988, Worner sent the "Review of Principal Preparation Programs: Survey and Documents" to Elliott. It would be reviewed by the Virginia Department of Education and the institutions of higher education with principal certification programs. The report included a summary and synthesis of information gathered from the thirteen initial principal preparation programs which were operating in Virginia at the time. In Worner's opinion none of the 13 institutions in Virginia were meeting the needs of future principals.

This report is limited to program elements of initial preparation/certification programs and does not include information related to programs provided by state institutions for practicing administrators. All 13 of the institutions who provided data operate "approved" programs -- which is to say that the programs have undergone review and meet current standards for the preparation of principals in Virginia.

It is suggested that following the presentation of this report, a meeting be scheduled for representatives of the programs. The purposes for such a meeting would be twofold: (1) to review the information for accuracy and (2) to solicit suggestions regarding ways in which the professional preparation of principals in the Commonwealth can be improved. (Worner, 1988g, pp. 1-2)

Worner surveyed the 13 institutions that offered principal certification programs. His purpose was to develop a profile of the programs operating in Virginia. The survey included questions about the following:

- Admission processes
- Admission criteria
- Competencies, skills, and attitudes
- Internship or practicum
- Program staffing
- Program productivity
- Requirements for completing a program.

In his introduction to the profile Worner suggested that the 13 institutions of higher education offering principal preparation programs be involved in the process of restructuring the guidelines. He believed the only way to achieve continuity in the guidelines was to have the institutions play a major role in guideline development. From his analysis Worner compiled a list of issues for the agenda when the higher education group met.

- Inter-institutional cooperation
- Collaboration with local school divisions

- The role of the professional organizations
- Entry level assessment (selection/selectivity)
- Exit criteria (demonstrating competence)
- Problems of consistency (state wide)
- Reciprocity issues
- Linkage to other state initiatives (Virginia Center for Educational Leadership (VCEL), Assessment Centers, administrator academy, Virginia Department of Education workshops)
- Funding
- Compliance (Worner, 1988g)

An ancillary note to this particular circumstance is that before Worner began working with the Virginia Department of Education, he and David Parks, another faculty member, were already engaged in changing the principal preparation program at Virginia Tech. Their partnership began in January; by March, Deanna Gordon and Ted Viars, central office administrators in Roanoke County, Virginia, had joined an exploratory team to redesign the masters program for principals at Virginia Tech.

Committee on Restructuring Principal Preparation Programs

After Worner completed his work for Elliott, the Committee on Restructuring Principal Preparation Programs was organized; Elliott served as coordinator. The committee on restructuring included representatives of

institutions offering principal preparation programs (Earthman represented Virginia Tech). The committee also included professional association representatives and members-at-large. Associations represented included the Virginia Association of Secondary School Principals, Virginia Regional Assessment Centers, the Virginia Association of Elementary School Principals. The members-at-large included administrative practitioners, a teacher, representatives of the Virginia Department of Education, and, periodically, Worner.

By October 14, 1988, the Committee on Restructuring Principal Preparation Programs completed the development of the restructuring guidelines and the design of programs to follow those guidelines. The Virginia Department of Education mailed guidelines for restructuring principal preparation to institutions of higher education on March 27, 1989. Conceptual proposals from the institutions were due by June 1, 1989.

Proposals were reviewed and evaluated by the Committee to Review Restructured Principal Preparation Programs of the Virginia Department of Education. The committee consisted of an external review panel and an internal review panel. The external panel membership had seven panelists. Six members came from organizations outside of Virginia: Dr. Lois Harrison-Jones, an associate superintendent from Dallas, Texas; Dr. Donn W. Gresso, vice president of the Danforth Foundation; Dr. David A. Erlandsen, department head, educational administration, Texas A&M University; Dr. Cecil

G. Miskel, dean, School of Education, University of Michigan; Dr. Gladys Styles Johnston, dean, College of Education, Arizona State University; and Dr. Richard A. Schmuck, professor, Division of Educational Policy Management, University of Oregon. The seventh member, Dr. George E. Melton, was the deputy executive director of the National Association of Secondary School Principals located in Reston, Virginia.

The internal panel had 14 members. As Worner had stressed in the development of the guidelines, the internal panelists formed a cross section of Virginia education professionals. They included members of the Teacher Education Advisory Board, the Virginia Department of Education, practitioners, a representative from the State Council of Higher Education, and representatives from professional organizations.

The committee for restructuring prepared review questions for the review panelists. The preliminary guidelines were as follows:

1. Selection
The proposal must include specific selection criteria, including a review of the candidate's demonstrated skills in previous leadership roles.
2. Assessment
The proposal must include a comprehensive assessment of the candidate's pre-service skills prior to completion of the approved program and subsequent recommendation for certification.
3. Performance
The proposal must describe an educational leadership program that is based on the performance of selected job-related activities.

4. Evaluation
The proposal must describe an educational leadership program that will develop knowledge and competencies in the evaluation of curriculum, instruction, and school personnel.
5. Leadership Skill Development
The program must describe an educational leadership program that will develop knowledge and competencies in leadership.
6. School-based Management
The proposal must provide a continuum of field experiences that includes a structured practicum (internship) that integrates theory and practice.
7. Collaboration
The proposal should be designed as a cooperative effort between faculty members of the institution, local school division personnel and, whenever possible, other institutions of higher education in the Commonwealth. Joint development and administration of degree programs in educational leadership are encouraged during the restructuring and the implementation of approved programs. (Committee on Restructuring Principal Preparation Programs, 1988, Attachment B, pp. 1-2)

Circumstances at Virginia Tech

With the identification of the need to develop a preparation program for building-level administrators, the program area wasn't exactly treading on new turf. The program area faculty had addressed the issue of the masters program for principal certification five years before their 1987 winter retreat in Staunton. The internal circumstances at Virginia Tech began in 1982 and culminated in 1988. The circumstances were as follows:

1. A Southern Regional Education Board (SREB) meeting attended by Worner in the spring of 1982.

2. The Southwest Virginia Regional Assessment Center (SOVRAC) opened at Virginia Tech in 1985.
3. The program area of educational administration at Virginia Tech decided to make restructuring its masters program for principal certification a priority in the winter of 1987.
4. Dan Duke discussed principal preparation at the program area retreat in December 1987.
5. An exploratory collaboration was formed with Worner, Parks, and practitioners from Roanoke County Public Schools in 1988.
6. The Danforth Foundation offered financial support to the program area for its program revision in 1988.

The Southern Regional Education Board Meeting

In 1981 Worner moved from the position of division head in Administrative and Educational Services to a faculty position in educational administration. Worner said that at the time he was simply looking around for something to do. He wanted to contribute to the program area. In 1982 he attended a Southern Regional Education Board (SREB) meeting which focused on alternative methods of preparing principals. Primarily, the discussions centered around the National Association of Secondary School Principals' (NASSP) 12 skill dimensions as critical elements for successful principals.

When Worner returned to Virginia Tech, he wrote a proposal to revise the masters program for principal certification. The revision he offered at that time was short-lived. The faculty did not have a felt need for the revision and, more importantly, the proposal lacked cost effectiveness.

In the final analysis, the decision not to revise the curriculum and program design was based on cost effectiveness. It was determined that the likely program revision would result in a curriculum configuration which required a cohort group of students who would be enrolled in a continuous program for 24-36 months. An estimated 24 students would be required for such a program.

Given the fact that the program area was graduating only 12-15 students per year (at all locations) and that student applications occurred randomly and that the program had consciously determined to invest its energies and resources in post masters programming; such a major investment of time and energy seemed both unwise and unlikely. (Worner, 1987a, September)

The Southwest Virginia Regional Assessment Center

The assessment center opened at Virginia Tech in 1985. The purpose of the centers was to improve the preparation of future principals, establish criteria for the selection of principals, and offer staff development to school divisions in Virginia. The National Association of Secondary School Principals (NASSP) assessment model was used exclusively.

Worner first learned about the assessment model in 1982. From 1983 to 1985 his interest increased. In the winter of 1984 he met with Paul Hersey, director of the National Association of Secondary School Principals (NASSP) National Assessment and Development Program. At the time

Worner was working with a consortium of school divisions in Virginia that included Wise County and Allegheny:

NASSP had developed a set of assessment tools that looked at what principals or potential principals could do and how they would function in a simulated job situation. As a former school superintendent who had to hire principals, I saw that as substantially better than reading a transcript. (Worner, 1993)

Parks (1993) believed that the assessment center had an indirect effect on the faculty's thinking about principal preparation:

As the faculty became trained as assessors, became familiar with the skill areas and the assessment process, they attempted to incorporate those into the program and their work. It gave them (the faculty) a perspective for looking at leadership and training leaders, but the effect wasn't direct or purposeful. Faculty didn't sit around and say we should incorporate the skill areas from the assessment center into our program. (Parks, 1993)

Earthman (1993) agreed with Parks that the assessment center had an indirect effect on the faculty. He added that he was one of the first faculty members to go through assessor training because he saw it as something that would eventually have a larger impact on school leadership training.

The Danforth - Duke Connection

Worner first learned about the Danforth Foundation in 1987 from Dan Duke, faculty member and department head of Educational Leadership and Policy at the University of Virginia's Curry School of Education. At that time the University of Virginia was a member of Danforth's Cycle III and was cited by Worner as the only Virginia program that resembled an innovative model:

The University of Virginia, which for several years has run a 15 month principal preparation program (including a paid extended internship), has found it increasingly difficult to locate school divisions willing to participate and students willing to take a reduced salary for a year even though the placement of participants has been very high and the evaluation of their performance, likewise high. UVA's current interest seems to be in the development of principal preparation programs which are targeted to produce administrators with specific special skills (e.g. working with high risk students, high tech, etc.). They see, as a primary purpose of their program, the development of strategies which can be used by other institutions in principal preparation. Clearly, the focus of their effort will be research rather than production. (Worner, 1988c, January)

Worner invited Duke to the 1987 winter retreat to share ideas about principal preparation. This overture to Duke and UVA was, to say the least, out of the ordinary; historically, Virginia Tech and UVA were more likely to compete than cooperate.

Duke spoke to program area faculty about UVA's principal preparation program and its involvement with Danforth. In September, 1988, definitive discussions between the program area and Danforth began. Money, as expected, was a major factor in the planning process and bringing in Danforth could make things rather "dicey." Already, Worner and Parks along with faculty members Glen Earthman, Pat Carlton, Loyd Andrew and the Roanoke County exploratory group were planning their changes. The Virginia Department of Education had not finalized new guidelines for principal preparation. No one knew for certain what requirements Danforth might add to the mix.

The Danforth Foundation

In September 1988 the program area began exploring the possibility of affiliation with the Danforth Foundation. Danforth sponsored a program for the preparation of principals. By that time, the planned program change process was well under way within the program area and the state. The Committee on Restructuring Principal Preparation Programs released its suggested guidelines for restructuring principal preparation. Worner and Parks had been working for six months with an exploratory group of school practitioners in Roanoke County.

Affiliation with Danforth was an intriguing idea that deserved serious thought because the foundation offered \$45,000 for operating expenses. Like the Virginia Department of Education, the foundation had guidelines to be followed. The Danforth guidelines could jeopardize the design work already underway by Worner, Parks, and the exploratory group in Roanoke County. But Danforth's ideology for principal preparation seemed to coincide with the development group's work:

Among the long-term interests of the Danforth Foundation is the awarding of grants and the administration of programs for school principals to enrich their professional development and to expand their vision for school leadership. (Danforth Foundation, 1988, p. 1)

Adding Danforth to the Mix

Worner and Parks decided it was worth looking into. Preliminary contact with Danforth was made by Worner. An exploratory letter from Donn Gresso, vice president of Danforth, to Dean Robert Smith of Virginia Tech's College of Education followed.

In Worner's opinion, Smith had little interest in principal preparation, but the program area was obliged politically to go through the Dean's office for such a venture. Danforth required support from the Dean and the Provost. Earthman thought the dean wanted to take the money and run. In any event, Worner and Parks thought it was appropriate to explore any possibility that would enhance the program area's restructuring of the masters program for principal preparation.

On September 14, 1988, Gresso wrote to Smith to inform him of the formation of a Cycle IV and enclosed background information about Danforth. Smith shared the letter with the program area. Participation with the Danforth Program was left up to the program area. With Smith's approval and stationery, Worner wrote Gresso under the dean's name and expressed the program area's interest:

Dear Dr. Gresso,

Thank you for sending me the announcement of the Cycle IV of the school principals partnership program. Our faculty and administration are extremely interested in becoming one of the institutions to participate in this effort.

The faculty in educational administration has been actively involved statewide in the reformulation of initial principal preparation programs. Dr. Wayne Worner continues to work directly with the State Department of Education in an effort to refocus attention from certification to preparation. He recently has prepared an analysis of existing programs for the State Department of Education and an annotated bibliography on the reform of principal preparation programs to supplement that report.

In addition, a team of faculty members in our educational administration program area, led by Dr. David Parks, has been working with representatives of the Roanoke County School System for nearly six months in conceptualizing a collegial, field-based principal preparation program. The special focus of that plan is on preparing principals to function in systems where a wide range of site based decisions are encouraged. (Smith, 1988)

Affiliation with Danforth would mean \$45,000 in seed money to start the program Worner and Parks had been conceptualizing. As predicted, there was more than money attached; the foundation had conditions. Danforth stipulated that cycle members meet the program criteria established by Danforth. The \$45,000 offered was appealing, but the program area had already invested six months planning with Roanoke County. Parks and Worner had to position themselves in such a way so the developmental work already done was not jeopardized by affiliation with Danforth. In addition to Danforth criteria they had to gauge how well matched their program would be with the new guidelines being developed by the Virginia Department of Education.

Regarding the Danforth proposition (the Virginia Department of Education would be another battle) Worner estimated the program area had four choices. He included the choices in a letter to dean Smith:

1. Affiliation with Danforth -- Plan A
Meet with our group in Roanoke and consider what affiliation would mean to our development work there. It is our estimate that affiliation would torpedo most of the collaborative work we have undertaken and would essentially force us to reconceptualize our planning with an entirely different group (10-16 systems).
2. Organize a New Model -- Affiliation Plan B
We could continue our development planning with Roanoke County and attempt to organize a second group of affiliates (which might include Roanoke County) in a design consistent with Danforth expectations. We really do not believe local school systems in this region are able to support administrative internships for 90 days at \$15,000, given the current budget restraints. Our faculty may be willing to explore such a possibility, however.
3. Submit Funding Request for Roanoke Model
Suggest that Danforth fund the Roanoke County development effort as an alternative preparation program to those they currently support.
4. Take No Action
Thank them for their interest and willingness to visit with us. (Worner, 1988a)

In the end, Danforth funded the Roanoke County development effort with no change in what had already been planned. The \$45,000 was an added bonus. Worner said it was important not to depend on outside funding for development and implementation. He was concerned that if that dependence occurred, the re-invented program would be unable to sustain itself.

Analysis of the Influence of the Circumstances

Academic organizations such as Virginia Tech must act on linked circumstances that affect the organization and its programs. The masters program for principal certification was affected by some internal and external influences which simultaneously presented problems and opportunities. When aggregated, the circumstances established the felt need within the program area faculty that a program change was necessary.

In December, 1987, the program area reached a choice opportunity. It is an occasion when an organization, like the program area in educational administration, makes a decision. Cohen & March (1978) theorized that a choice opportunity is like a garbage can into which various problems and solutions are dumped by participants. "The mix of garbage in a single can depends partly on the labels attached to the alternative cans; but it also depends on what garbage is being produced at the moment, on the mix of cans available, and on the speed with which garbage is collected and removed from the scene" (Cohen & March, 1978, p. 81).

The faculty's garbage can had several solutions associated with the problem regarding principal preparation:

1. Decide to change the masters program for principal certification;
2. Forego the change until new guidelines were developed by the Virginia Department of Education; and
3. Scrap the masters program for the doctoral program.

Solution number one came from a formidable cast of participants (Worner, The Governor's Commission, The Advisory Committee, Worner's review, the Committee on Restructuring Principal Preparation Programs, et al.) As an alternative, solution number two lacked a substantive argument from the faculty. For example, the only argument for waiting was that at the time of the December retreat, the Virginia Department of Education had yet to mandate any specific changes to their principal certification requirements. Also, as Worner related, the faculty only briefly questioned the deficiencies of the present program. Finally, the alternative solution number three was discussed but because of economic concerns and the need for a feeder program it was not pursued.

Solution number one was the convincing answer to the problem associated with the masters program for principal certification. The mix of garbage associated with that solution caused the program's equilibrium regarding the masters program to teeter. Schein (1969) said that in order for change to occur, there must first be an alteration of the present equilibrium which supports the present behavior and attitudes. The disequilibrium was increased by some sources of garbage and the sources' link with the program area. The most influential garbage was dumped by participants linked directly and indirectly with the Virginia Department of Education. For example, the Virginia Department of Education developed the requirements for principal certification and would be the state agency which would carry out the

recommendations from the Report of the Governor's Commission on Excellence in Education and its Committee on Restructuring Principal Preparation Programs.

Worner (1993) said that a few faculty members initially balked at the necessity to decide on a change. They questioned the finality of the Governor's Commission recommendations. Hadn't the present masters program been adequate for all the fine principals working in schools? Alexander (1993) added that at the time of the retreat the faculty had no clear sign from the Virginia Department of Education that requirements for the principalship would change radically enough to warrant an entirely new program. He also said that if the requirements were to change, the program area would certainly institute changes to meet those requirements.

Finally, the circumstances and their participants' alternative mix of problems and solutions on the state level pushed the program area faculty to the decision to change its masters program. Weick (1976) referred to educational organizations as "loosely coupled systems" which are responsive to each other, but at the same time preserve their own identity and some evidence of physical or logical separateness. For example, when the Virginia Department of Education finished the guidelines for principal preparation, the odds were that the 13 programs in the state would not be clones of each other.

CHAPTER II

LEADERSHIP

In December 1987 the program area of educational administration at Virginia Tech decided to change its masters program for principal certification to a program for principal preparation. The faculty were reacting to circumstances that had been occurring since 1982. Fortunately the program area did not need to advertise for a change leader. Kanter (1983) has observed that change leaders are the right people at the right place at the right time.

The right people are the ones with the ideas that move beyond the organization's established practice, ideas they can form into visions. The right places are the integrative environments that support innovation, encourage the building of coalitions and teams to support and implement visions. The right times are those moments in the flow of organizational history when it is possible to reconstruct reality on the basis of accumulated innovations to shape a more productive and successful future. (Kanter, 1983, p. 306)

The program area had a leader in Worner, a faculty member who had been at the college since its founding in 1971. He made principal preparation his focus, and was relentless in his attacks on the existing model for principal certification. Worner was an opinionated practitioner, a workaholic, and a politician who needed a challenge. The challenge was to officiate over the dismantling of the existing model of principal certification and re-invent an entirely new model.

Worner's emergence as change leader (he preferred facilitator) began well before the program area decided to change the masters program for principal certification. In 1981 he became a faculty member in the educational administration program area after serving as division director of Administrative and Educational Services. At that time, the faculty was fully staffed with well respected specialists. The areas of law, finance, facilities, and leadership theory were covered; it was up to Worner to find his niche within the faculty.

He had previous experience as a principal and superintendent, and since no other faculty member was really working with the gestalt of the principalship, Worner claimed it as his. In 1982, Worner wrote and submitted a proposal to the Teaching Learning Grants Committee at Virginia Tech. In that proposal Worner attempted to get funding from the university to begin a revision of the principal preparation program. The program was not funded with the explanation that programmatic changes should be supported at the department level.

Until the 1986 release of the Governor's Commission Report, Excellence in Education: A Plan For Virginia's Future, Worner's 1982 revision idea was in a stage Cohen and March (1974) referred to as problem latency. A problem existed but the circumstances to activate the problem weren't strong enough. He carried the problem and the possible solution with him for five years without a choice opportunity, the point at which a decision for

change is made. The Governor's Commission on Excellence in Education was the first influential circumstance directly linked to the educational administration program area, and brought the problem of principal certification to the active stage. It brought the program area closer to a decision.

Positioning for Leadership

In August 1987 the educational administration program area met for their annual fall semester faculty meeting. It was customary at this meeting for faculty members to propose agenda items for their winter retreat. Circumstances on the national and state level such as the Governor's Commission on Excellence in Education (1986), the National Commission on Excellence in Educational Administration (1987), were questioning the appropriateness of principal preparation programs offered by institutions of higher education. The reports presented Worner with the opportunity to convince the faculty that it was the right time to reassess its mission. Worner believed it was time to change the masters program for principal certification.

In his 1982 proposal, Worner had formulated a vision for transforming principal certification into a program for initial principal preparation. For the five years following the proposal his focus was developing a better way to prepare principals. He attended meetings, gathered pertinent information, and continually discussed the shortcomings of the existing model with fellow faculty and practitioners. Worner's research in principal preparation enabled

him to take the leadership role in the revision of the program area's masters program. Other faculty members were attentive to other pursuits relevant to their specialties. For example, Alexander (1993) said that Earthman was involved in facilities and planning issues nationally and internationally. Salmon was heavily involved with equity issues around the country, and others had issues that kept them from taking on any new projects. Alexander himself was heavily involved in writing a school law text book.

At the fall 1987 faculty meeting, the problem of principal preparation was not as important for his colleagues as it was for Worner. They were aware that the Virginia Department of Education would eventually react to the Governor's Commission Report, but they weren't certain that wholesale changes of the masters program would be necessary. They did, however, agree to discuss the matter at their December, 1987, retreat in Staunton, Virginia; Worner volunteered to gather the information necessary for discussion.

Worner's information gathering began in 1985 while he was on educational leave from Virginia Tech. During that time he worked as director of secondary education in Janesville, Wisconsin. It had been 15 years since Worner worked as an administrator in a public school system. His work in Janesville gave him the opportunity to speak with principals about the problems they faced daily. Those discussions with principals created more

questions for Worner about the validity of Tech's masters program for principal preparation.

Worner spent the fall of 1987 compiling a literature review and visiting schools. He wrote and talked to practitioners and faculty about the jobs principals were asked to perform. Before and during his research he found the role of the principal had evolved from program manager in the 1960s and 1970s to instructional leaders for effective schools in the 1980s. Worner understood the evolution of principals' jobs. He saw a continually changing leadership role laced with ambiguity and complexity. Duke (1987) determined that in the 1980s there were two trends, ambiguity and complexity, which seemed to characterize the role of the principal.

Ambiguity results, in part, from the fact that principals are expected to accomplish different things by different groups. It is difficult to steer a clear course through these multiple and often competing sets of expectations. And frequently, each set of expectations appears to be legitimate and reasonable. Clear choices between right and wrong are rare for principals. (Duke, 1987, p. 33)

Unlike the leadership role of the principal, Worner saw the program to prepare principals change very little. In the fall of 1987, Worner researched the ambiguity and complexity associated with principals' jobs. As part of the National Association of Secondary School Principals (NASSP) Urban Principals Program he worked directly with 30 principals in 15 urban school districts and served as a mentor to eight principals in Seattle, Minneapolis, Prince George County, Maryland, and Norfolk. These principals were

representative of the spectrum of school differences around the Commonwealth and the country. In addition, he served as an Associate and member of the Virginia Committee for the Southern Association of Colleges and Schools (SACS). In that role he reviewed school accreditation reports for 22 Virginia high schools and chaired visiting self-study and interim committee reports on a regular basis. He recounted his experience in his newsletter "Friends and Favorite Critics."

During the past month, I've had the opportunity to meet with principals from 15 high schools. The schools served by these principals included a high school with four sub-schools (including a school for the visual and performing arts, a university high school, and a comprehensive high school) and a small rural high school with an enrollment of just over 200 students.

As a result of this experience I was struck by the great diversity facing principals across the state and around the country. (Worner, 1987b, November)

Developing Support and Collaboration

Worner sought support and collaboration simultaneously for the program change. He was a communicator. His periodic newsletters to his network of "Friends" and "Favorite Critics" provided a wealth of information about education issues in Virginia and the country. The newsletters, Making Better Principals and Making Principals Better, began in September 1987. They began to appear after Worner volunteered to gather information about principal preparation for the faculty.

Worner's musings in these newsletters were noticeably slanted toward the need for a major revision of the masters program for principal preparation. His audience included faculty members, school superintendents, principals, and central office staff, any of whom could have some influence on the faculty's final decision. Worner tried to gauge the level of support from colleagues. He was able to find out what other people in the business of education thought about the present condition of principal preparation. He sought their opinion about what it should look like. After all, university collaboration with local divisions had been recommended by both the Governor's Commission and the Report of the National Commission. Worner's discussions and queries of his faculty colleagues set the precedent for future collaboration.

The results of his discussions and queries were fruitful and led to some interesting revelations. For example, Ted Viars, assistant superintendent in Roanoke County, Virginia, informed Worner of an ongoing in-service program for principals in his school division. Deanna Gordon, a director of elementary education in that division, said that the program was developed by school division administrators. The program was the school division's effort to improve the instructional leadership and competencies of principals in the county.

Viars' letter was informative and to the point. He had received his administrative training at Tech but was critical of Tech's program for principal preparation:

I feel that instructional leadership and competencies are lacking in programs of preparation for future principals or programs of endorsement for principals. (Viars, 1987)

Almost everyone contacted by Worner had an opinion on how the one best system to prepare principals should be constructed. His communications enabled Worner to piece together the preliminary framework of what a principal preparation program should look like:

Initial Principal Preparation Programs Should:

- Be designed for specific populations in cooperation with practitioners who would play a major role in developing and conducting the program.
- Include an initial assessment based upon documented research outlining the knowledge, skills, and attitudes associated with effective school leadership.
- Be based upon a diagnostic/prescriptive approach in which students would focus their efforts in areas where need for improvement is indicated.
- Be long term (2-3 years), intact (cohort group), and self-paced whenever possible.
- Consist of a series of workshops, modules, simulations, internships, and guided experiences rather than courses as we know them. (Worner, 1987b, November)

Worner crafted these ideas for his November 10, 1987, "Favorite Critics" newsletter, one month before the faculty retreat would begin. One premise of the retreat was that Worner would make his pitch to the faculty for a planned change of the masters program for principal preparation. The

faculty would then decide to either move forward with the plan or keep the status quo. The status quo meant waiting for the Virginia Department of Education to make the first move about restructuring principal preparation.

In his closing comments of the newsletter, Worner had already determined that faculty approval was possible.

I'm thinking about a meeting of folks interested in planning a program--probably in March. I'd like to begin pilots in Fall of 1988. (Worner, 1987b, November)

The Leadership Mantle Bestowed

The program area winter retreat is held annually at the completion of the fall semester exams at an off-campus location. It is held off campus to eliminate distractions which would supposedly be difficult to avoid on campus. For two days the faculty meets to discuss the program area's future. Summer course offerings, graduate residence requirements, old and new business, and the ever-decreasing budget are discussed. Worner's idea to revise the masters program for principal certification was part of the agenda.

One might assume that an idea like Worner's, a major program revision, would cause long and heated discussions on the pros and cons of such a move--not quite. According to Worner, Parks, and Alexander, the faculty had a high morale level. Some had worked together since 1971 when the College of Education was established at Virginia Tech. Earthman said that leadership in the program area was a cooperative effort. A favorable

response to a proposed change would occur only if a leader rose from the organization to take the responsibility.

In August 1987 Worner had taken the responsibility of gathering the relevant information about principal preparation. In December he needed the faculty to agree to the change. Resistance came from faculty members who were concerned about the amount of added work a program revision or change would require. Everyone was busy with their own specialties and didn't want to take on anything else. After Worner assured the faculty that he would bear the responsibility of revising the masters program, the faculty unanimously approved the idea.

I think that faculty members were persuaded that times had changed, and we probably ought to think about making some changes. Also, I suspect what was being weighed was the recognition that making program changes is very costly in terms of people's time and energy, and there is no payoff. You don't get rewards, credit hours, brownie points for tenure and promotion, or salary increase; you get nothing but a better program, hopefully.

At least a few of my colleagues were torn by the fact that we really ought to do this, but given all the other things we can do, or should do, this is not a good way to invest our time, effort, and energy. Probably because there was no immediate cost to individuals, the consensus came out of the meeting that we ought to go ahead and continue and make whatever changes seem appropriate. (Worner, 1993)

Analysis of Leadership

In a planned change, Creamer and Creamer (1986) said leadership's primary characteristic is to make the innovation possible. Kanter (1983)

theorized that leaders have a larger vision and the ability to engage people's imaginations, enabling them to set the direction for change. Leadership is exercised when one or more people with particular agendas and missions can communicate the idea with enough clarity to satisfy the motives of the other members of the organization (Burns, 1978). Alinsky (1969) believed that in order for leadership to be effective, the leader should come from the organization's internal environment. The leader had earned the members' trust and respect.

When the program area faculty decided to move ahead with a planned change of the masters program for principal certification, an unofficial leader (Worner) had been in place for five years. In a study of planned change in student affairs, Creamer and Creamer (1986) found the chief officers most frequently identified as the leaders of the change effort. The chiefs' position made it possible for the student affairs department to move positively ahead in a program change. Organizations such as student affairs operate within the classical model of an organization. They have a clear mission with their focus on attracting quality students and supplying them with a fulfilling campus life.

Leadership in an educational organization like the educational administration program area is ubiquitous. In contrast to the classical model of an organization, the program area can be characterized by fluid leadership, a property in what Cohen and March (1974) termed an organized anarchy.

The participants in the organization vary among themselves in the amount of time and effort they devote to the organization; individual participants vary from one time to another. As a result, standard theories of power and choice seem to be inadequate; and the boundaries of the organization appear to be uncertain and changing. (Cohen & March, 1974, p. 3)

Leadership for a particular mission is a difficult commodity to come by in such an organizational structure. For example, the faculty had their own specialties. They contributed to the general welfare of the program area and acted as independent entrepreneurs. Worner's specialty was principal preparation, but he did not have a designated leadership position. He needed faculty support or he would not have been able to make his idea to change the masters program possible. Fluid participation may seem like a prescription for inertia, but there are positive results if it is manipulated properly.

In his "free lunch theory" Griffiths (1964) related that faculty members are generally housed in close proximity to each other, on occasion they eat together. They share ideas and expand each others' knowledge base. When Worner was constructing his ideas for principal preparation, the program area was housed in an office building off campus. Faculty offices were small and closely packed. This close proximity to one another allowed faculty members to communicate literally without leaving their offices.

Faculty members were well aware that Worner was dissatisfied with the masters program:

Worner had always been unhappy with the principal preparation program that we had or at least the masters program that certified principals. I knew he was unhappy. (Salmon, 1993)

Worner continually discussed the problems surrounding the masters program.

There are times when those identified as campus leaders have no formal position in the institution's hierarchy (Birnbaum, 1992). His unceasing disapproval of the masters program placed Worner in a leadership role. In addition to his informal stature, Worner had a past that aided his mission.

Worner had been dean, division director of curriculum and instruction and administration and educational services. He had respect in the college and the university. He wanted something done, you talk about politicking, go down and talk to Worner. (Alexander, 1993)

There was no doubt that Worner possessed the ability to successfully bring about a change in the masters program.

He was highly respected, he had always worked hard, and he had always been fair minded. I think the only thing he had to do was say, hey, I want to do this. The faculty would have said, as they did, go ahead and do it, try something new, and let us know if we can help you. (Alexander, 1993)

CHAPTER III

STRATEGIES FOR CHANGE

Worner was well into the strategy for the planned change of the principal preparation program before the program area faculty agreed to restructure the program. During Worner's five years of research in principal preparation, he diagnosed the need for the change, drafted an idea of necessary components for the development of a new program, and was aware of the effect the program change would have on the groups (program area faculty, the Virginia Department of Education, and school divisions) directly linked to the change. Worner was aware of the effect the groups would have on the program as well.

Worner was the right person within the educational administration program area to be the change agent for the masters program change. Bennis (1963) cited a 1963 New York Times employment advertisement which he believed defined the convoluted job of a change agent. Worner was a near perfect fit:

What's a change agent?

A result oriented individual able to accurately and quickly resolve complex tangible and intangible problems. Energy and ambition necessary for success. (cited in Bennis, 1966)

The program change had several layers that needed attention and Worner had the self-knowledge to determine he didn't possess the expertise

to adequately address each layer. First, there were the politics associated with the change. Second, funding problems for the program change were possible in both the program area and school divisions. Third, the academic structure needed for the program had to be developed.

Political and Economic Strategies

Sharing Leadership

Worner was comfortable with the political and economic problems associated with the planned change, but was uncomfortable taking the leadership role with the academic aspects of the change:

I don't feel comfortable taking the academic leadership. I'm a practitioner; politics and funding are my strengths. (Worner, 1993)

Worner's reticence to construct the academics of the program showed his understanding of the situation. If he were to continue as the sole facilitator, the project's success could be jeopardized. "Colleges and universities may be great places to get all kinds of new ideas initiated, but terrible places to get them implemented" (Lindquist, 1978, p. 18). That rub on the difficulties in implementing change successfully in universities did not hinder Worner. To avoid it he made a strategic move. Worner brought in a colleague to shoulder the responsibility of academic leadership.

In January 1988 Worner approached Parks, whose expertise in organizational structure and leadership theory was well known to him. Parks

and Worner had worked across the hall from one another since 1981.

Worner believed Parks to be one of the best minds in the program area. This was a perfect example of the "lunch box theory." Parks recalled that the two had, on occasion, talked about problems associated with the masters program for principal certification. Worner was unable to recall specifics but was certain the topic had surfaced between them at some level of interest. Parks had an opinion about the masters program that coincided with Worner's:

I felt we weren't doing much with principals in the sense that I never knew if they went away from our program with anything. I was uncomfortable with the whole process. Students ran through those seven courses and got a masters degree. Upon completion of the seven courses plus others they went away, and we never saw them again. We didn't know what they went away with. (Parks, 1993)

I told him that I respected him as one of the best minds, perhaps the best mind in our program area. I believed he had the ability to intellectually think through how to get from one place to another. We needed two people to put this thing together. I didn't feel comfortable taking the academic leadership. I explained that I was a practitioner, and could get things done with the politics and funding. I asked if he would be willing to accept the responsibility for the academic organizational aspects. I don't remember exactly what he said but it was enough of a positive feeling so that I kind of followed up. (Worner, 1993)

Dr. Worner agreed to handle administrative, organizational, and money details; I agreed to work with our faculty and personnel from Roanoke County in developing the content and delivery system for the program. (Parks, 1989, p. 2)

There were now two faculty members in leadership facilitator roles working toward the planned program change. Worner's initial leadership met

with the approval of the faculty. The addition of Parks enhanced the leadership for the program change.

The program area faculty was comfortable with Worner and Parks leading the program change. Worner was a professor and Parks was an associate professor. They were tenured, and neither was too concerned about the university reward system. Without those constraints Parks and Worner were able to devote adequate time to the change process. The other faculty members were secure in their positions and activities and were certain the two leaders would do an exemplary job in the design of a new program:

We knew that Worner and Parks would do it and do it well. If they did it, one it was going to be done right, and two they would do a good job. (Alexander, 1993)

Working to Change Certification Requirements

Parks and Worner believed that the existing principal preparation program at Virginia Tech was not helping aspiring principals attain desired learning outcomes; it had to be abandoned. They proceeded with a strategy of transformational change to re-invent the masters program for principal preparation. "Transformational change implies the transfiguration from one state of being to a fundamentally different state of being" (Marshak, 1993, p. 47). For example, the new program would be constructed around a cohort, similar to Worner's idea in 1982. The program Worner envisioned rejected the interchangeable units (course) approach, which favored theory instead of

an integration of theory and practice. Parks and Worner wanted a program that enhanced the faculty's perception of what knowledge students entered and exited with.

The existing program for principal preparation was driven by the Virginia Department of Education certification requirements, including a set number of courses, a masters degree, and most important, endorsement for the principalship. Worner argued that it could not be considered a program for preparation; it was a program for certification. The requirements of the Virginia Department of Education approved certification program were the following:

4.1 Administrative Personnel

B. School Principals (Elementary, Middle, Secondary)

1. Content--the program shall:
 - a. provide knowledge of a broad range of learning experiences and an understanding of the interrelationships involved;
 - b. develop administrative and supervisory knowledge and skills;
 - c. provide knowledge and skills relevant to sound evaluation of classroom instruction; involving both practicing and student teachers;
 - d. provide knowledge and skills related to group dynamics and curricular improvements;
 - e. develop understandings of the rights, responsibilities, and ethics inherent in professional service;
 - f. develop knowledge of and skills in school-community relations;
 - g. develop ability to understand the relationships among the various disciplines;

- h. provide knowledge of school law;
- i. develop competence in research and development, with specific application to school programs and administration;
- j. provide supervised off-campus experience which aids in integrating theory and effective school practices;
- k. develop increased understanding of the crucial and dynamic of the school in our culture and the knowledge and skills needed to focus the resources of the school on recognized social concerns;
- l. provide knowledge of and competency in planning, developing, administering, and evaluating programs for exceptional individuals, including the gifted and talented and those with handicapped conditions;
- m. provide knowledge of vocational education.

2. Endorsement requirements

- a. the applicant shall hold a Postgraduate Professional Certificate;
- b. the applicant shall possess leadership qualities and personal characteristics necessary to work effectively with students, teachers, and parents as attested to by a division superintendent of schools, by the chief administrative officer of a private school, or by an official in an institution of higher learning who is in the position to evaluate the applicants qualifications;
- c. the applicant shall have completed graduate-level work in each of the following areas,
 - (1) school administration;
 - (2) supervision and evaluation of instruction and instructional programs;
 - (3) school curriculum (appropriate for endorsement desired);
 - (4) school law;
 - (5) school-community relations;
 - (6) personnel administration;
 - (7) school finance.
- d. the applicant shall have had one year of successful, full-time teaching experience at the level to be supervised;

- e. the applicant's course of study shall include, at the graduate level, training in substance-abuse education. Such training may constitute a separate course or may be included in one or more of the areas listed under Item "c" above. (Virginia Department of Education, 1984)

Cooper and Boyd (1987) believed that certification programs suffered from the inadequacies of candidates, low admission standards, and incoherence. Alexander (1993) argued that the masters program for principal certification was coherent because it met every certification requirement established by the Virginia Department of Education. On the other hand, Worner theorized the certification program was incompatible with what principals were asked to do in the real world:

What we did was teach our courses. Each of us defined our courses according to what we thought was important and what we thought the course title meant. The consequence was that we sent graduates out who were certified, but not necessarily prepared. We had good people teaching, probably the best faculty in the state.

I didn't know of anybody else that had any kind of coherent program operating. There was no programmatic effort on our part to say, "Look this is what principals do, and are we going to create a series of activities that prepares them to address those problems." (Worner, 1993)

Parks agreed with Worner:

Worner's concern was that we weren't preparing principals, we were certifying them. We ran them through the courses and gave them a hunting license to find a job. (Parks, 1993)

Earthman thoughtfully summed up the need for a new approach to principal preparation:

But in all honesty, the present state of preparation programs is not a result of indolence or lack of caring, but rather a result of not keeping up with the times. All programs reflect the certification requirements of the respective states, and these requirements were set sometimes as much as twenty years ago. The school organizations have changed considerably in that period of time as have the problems administrators face in the schools. This is simply a matter of the certification requirements not keeping step with the changing conditions of the schools, and, as a result, the preparation programs reflect the outdated certification requirements, not the present conditions. (Earthman, 1991, p. 243)

Gathering Internal Support and Collaboration

Worner and Parks were well aware their faculty colleagues were busy with their own pursuits, but they wanted to give the faculty the opportunity to contribute their thoughts on re-inventing the masters program. In late January, 1988, Worner sent a memo to the program area faculty and full-time graduate students to generate participation:

As you know, we are committed to development of a new principal preparation program as a priority over the next 2-3 years.

Several have expressed interest in participating in this endeavor. We will begin our efforts by meeting in small groups to develop a set of assumptions or statements about what we would like to accomplish and how.

The first campus meeting is scheduled for noon, Friday, February 5, in UCOB, Conference Room B. Everyone is invited. We will try to keep notes and share them with all interested parties. (Worner, 1988e)

In addition to asking the faculty to participate in the planning, Worner and Parks also asked them to commit 1/4 time units to the planning process:

...faculty will be asked to commit 1/4 time units to the development effort. I have agreed to take the initial responsibility for development of a work plan and calendar and will be soliciting faculty participation within the next 30 days. In addition, we will be firming up cooperative relationships with local school divisions for the development effort. We currently have tentative interest expressed by Wise County, Roanoke County, and Hampton City. As indicated in earlier materials, the program will depend heavily upon practitioners as collaborators in conceptual planning, development of materials and processes, delivery and implementation, and evaluation. (Worner, 1988e)

Gathering External Support and Collaboration

After the faculty had been invited to participate, the strategy for change took a logical turn. Excellence in Education: A Plan for Virginia's Future (1986) and Leaders For America's Schools (1987) recommended to institutions of higher education that school systems become full partners in training principals. It was also the consensus of Worner's friends and critics. According to Worner and other faculty members, Virginia Tech's educational administration program area always had a good working relationship with the school divisions in the area. The ranks of principals, central office staffs, and superintendents were well represented with Virginia Tech educational administration graduates.

By the end of January 1988 contact had been made with three school divisions for the program development effort. Worner's initial school division contact was with Deanna Gordon and Ted Viars, central office administrators

in Roanoke County, Virginia. He viewed the meeting as an exploratory venture, not as an attempt to collaborate with Roanoke:

They had always been good friends, and worked with us on different projects. I asked if they could find some people who would be willing to talk about principal preparation. There was no mention of collaboration, cooperation, or them making any kind of commitment. I wanted to give them an idea about what it was we were about. It wasn't until six or eight months later when we reached the conclusion that this could work. (Worner, 1993)

Gordon remembered that first meeting with Worner differently; it was more than their usual discussions about education:

Dr. Worner and I have had an ongoing conversation about schools and what goes on in schools for 15 or 20 years. At first, I didn't see this conversation as being terribly different than other conversations we have had. But as he went further I could tell this was a well formed idea. It didn't take any selling me. Sure we'd love to be involved. (Gordon, 1993)

With the positive reaction from Gordon and Viars, Worner and Parks decided to work with the people in Roanoke. They were going to explore principal preparation programs and create a new program:

...we decided that we would go ahead and work with the people in Roanoke County to create a new principal preparation program from scratch. We would start with a blank sheet of paper. The group would decide what would be included in that program. We never told them that we can't do that, or the university wouldn't let us do that. We told them that anything we decided, we would go ahead and try to put it in place. (Parks, 1993)

Coinciding Activities

As Worner and Parks gathered internal and external support, one circumstance had occurred and another was in the offing; both had an impact on the change strategy. First, in April, 1988, Worner began his advisory role for the Virginia Department of Education regarding principal preparation programs offered by institutions of higher education in Virginia. Second, in September, 1988, Worner and Parks began to explore participation in Cycle IV of the Danforth Foundation Program for the Preparation of Principals.

Exploring Virginia Department of Education Financial Support

By September, 1988, Worner and Parks had formed a development group to explore the possible re-invention the principal preparation. The development group worked through the summer of 1988, and wrote the first draft of the new program. Worner saw that milestone as an opportunity to begin positioning for financial support from the Virginia Department of Education. On September 6, 1988, he wrote S. John Davis, Superintendent of Public Instruction, about the collaboration with Roanoke County. Worner requested funds to help finance the assessment protocols expected for principal preparation. Davis replied on October 6, 1988:

I am very much interested in the work that has been done in cooperation with Bayes Wilson and his staff in Roanoke County and I will welcome an opportunity to meet with you and Bayes to discuss details of the plans that have been developed.

The Ad Hoc Committee on Teacher Education is scheduled to meet on October 14 to review proposed guidelines for restructuring preparation programs for principals. After that date I should be in a better position to discuss your proposals.

At this time funds are not available in the Department of Education to finance the programs described in your letter. I do not know what the financial picture will look like by the end of the year and it may be that money will be available at that time to finance programs that might be undertaken. (Davis, 1988)

Worner responded to Davis on October 25:

Thanks for your note of encouragement to resubmit the request for funding of the assessment protocols at the end of the fiscal year. The plan for initial preparation of principals is being developed cooperatively by staff here and in the Roanoke County School System. The program design is consistent with recommendations of the Whittemore Committee and the ad hoc Teacher Education Advisory Committee. The program has been collaboratively designed and will be delivered on-site (field based) by a group of program associates from the school division and the University.

Emphasis will be on individualizing the design of a program based upon a diagnostic-prescriptive assessment component. We badly need support for that development. Successful development of the program will result in an IEP-like program for each aspiring principal. Your support of our initiative is encouraging. (Worner, 1988b)

Consolidating Internal and External Support

As Parks worked with the development group on filling the gaps of the first program draft, Worner kept the faculty and everyone else apprised of progress, the Danforth possibility, his communications for funds from Davis, and the restructuring process at the Virginia Department of Education.

In a letter to the faculty dated October 31, 1988, Worner informed the faculty about a November 4, 1988, meeting in Richmond to discuss restructuring educational leadership programs. Considering the 10 months the development group had spent planning the new program, it was important to have Tech's position seriously considered. For this purpose the Tech development group would be represented by a contingent of faculty members to explain and show unified support for Tech's position. Tech's position included the following:

Selection

Guidelines should encourage recruitment and selection of high quality trainees.

1. Importance of Affirmative Action
2. Teaching Experience Required
3. Academic Ability Demonstrated
4. Leadership Skills Demonstrated or Potential
 - Communication Skills
 - Interpersonal/Human Relations Skills

Programs should demonstrate how they address/include these components in selection. State should not prescribe tests, cut scores or processes.

Assessment

We view four kinds of assessment as being important:

1. Selection
2. Formative (linked to program monitoring and student progress diagnostic/prescriptive)
3. Summative (end of program - performance skills/growth needed NASSP or comparable exit assessment)
4. Follow-up - program evaluation

Program/Evaluation/Leadership/Skill Development/School Based Management

These items deal with content and delivery system.

Our staff agrees that the restructured programs should outline/specify the content to be included with the above components as a minimum.

Further, we believe that each program should identify both general knowledge and professional knowledge to be included and that general knowledge should be drawn from other departments/schools/colleges from across the institution and representatives of business and industry.

We believe further that each institution should involve representatives from at least one other institution in its development activities.

Internship - Every program should require full-time internship for at least one semester.

Collaboration - Noted earlier to include local school systems, personnel from across the institution, representatives of business and industry and representatives from other institutions.

Additional Concerns

Staffing - Each program should have assigned at least 2.0 FTE resident faculty to the educational leadership preparation effort.

- Staff assigned to the preparation program should have experience as a site administrator and should be required to work in local school systems in an administrative role at least 180 hours within a five year period under the supervision of a school division employee.

Induction - Programs must provide evidence of a support system for students completing their program. Such a support system will continue for at least two years after the initial administrative appointment. (Worner, 1988f)

Two of the most important items included in Tech's position paper were assessment and internships. Both presented funding problems for the re-

invented masters program. Assessment materials were not free and Davis had already informed Worner that Virginia Department of Education funds for assessment were not forthcoming. The assessment position placed financial burden on school divisions and the program area. Assessment materials were not included in tuition. School divisions had to financially support the assessment center at Virginia Tech. Internships were also a financial strain on school divisions because substitutes had to be hired to cover class time missed by students during their internships. The suggested 90-day internship would cost school divisions about \$5,000 per intern. The cost of internships would be hard to sell to school boards already facing difficult economic times.

Worner also kept the communication lines and a forum for discussion open to his "Favorite Critics" with a newsletter on October 31, 1988. His newsletter was representative of the busy time for those at work restructuring principal preparation. It contained information about his activities and those of the development group.

In his newsletter, Worner synthesized his activities over the previous ten months concerning the restructuring of principal preparation. First, he completed his report for the Virginia Department of Education. The report described principal preparation programs offered by the institutions of higher education in Virginia. "That report indicated that, in most respects, the preparation programs around the state aren't very good -- for several reasons" (Worner, 1988d, October, p. 2). Second, Dan Duke, department

head for Educational Leadership and Policy Studies at the University of Virginia, and Worner met with the Virginia Department of Education ad hoc teacher education advisory committee to share their perceptions about existing programs and ways to improve them. "We tried to suggest that we know better ways to prepare principals but not **THE** way to prepare them" (Worner, 1988d, October, p. 3). Third, Worner and Parks were working on the program area's participation in Cycle IV of the Danforth Foundation's Program for Principal Preparation. Donn Gresso, vice president of the foundation, was scheduled to visit campus November 10, 1988. Fourth, Worner summarized the work the Tech development group had accomplished.

As he had done earlier, when he predicted the faculty's approval for revising the masters program for principal certification, Worner predicted implementation a year after the planning began; it wasn't wishful thinking. He was keeping everyone's attention on the work of the Tech development group. It was important to keep the faculty and others associated with the program area focused on the planning process. After all, this was a collaborative effort and in order for people to contribute to the collaboration, they had to be informed. This was the first time Worner admitted that a collaboration did indeed exist:

While the original purpose of the meetings was to assist Tech faculty in reconceptualizing the preparation of site-based administrators, the activity has evolved into a collaborative planning activity which will

likely result in the development of an experimental field-based preparation program beginning as early as January, 1989. While the program details have not been confirmed, several significant components appear to be taking shape.

1. The program will be governed/operated cooperatively by representatives from the school division and the program area.
2. The program will be conducted in phases. Drawing from participants in the County Leadership Development Program, students will participate in an assessment component prior to full admission into the program. Subsequently, the program activities will consist of a variety of learning experiences carefully designed to meet the needs of individual learners.
3. The program will require approximately 1200 hours, fairly evenly distributed across instructional and clinical activities. As currently planned, the program would take about three years. Students would be admitted as a cohort group. Each student will be assigned a mentor who, along with an assigned program faculty member, would work with the student throughout the program.

Program planners have debated at length regarding the knowledge, skills, and competencies appropriate to school leadership. Issues of essential knowledge, balance of content, delivery, assessment, and school culture considerations have surfaced in the discussions. It appears as though a commitment to demonstrated competency rather than didactic hours will shape the instructional design of the program. As a consequence assessment (pre/during/post) will be a significant part of the program effort. Unresolved issues include: cost, degree or certificate options, participation of other school divisions/institutions of higher education, and credits/transcripting/evaluation. Dr. David Parks of our staff has been coordinating the development activity at the Roanoke site. (Worner, 1988d, October, p. 2)

Worner wasn't that far in front. The development group completed an extended draft on November 10, 1988. It wasn't enough to get the program up and running, but they had reached a point in the planning process where

the planning team felt comfortable inviting other school divisions to join the collaboration.

By mid-January Worner wrote to area school superintendents who had shown initial interest in being a part of the new principal preparation program. Five school divisions -- Floyd County, Salem City, Allegheny Highlands, Covington City, and Franklin County -- joined Roanoke County and Tech in the final push toward implementation.

The Program Unfolds

In a February 15, 1989, "Favorite Critics" newsletter Worner began to unfold the elements of a re-invented program for principal preparation. He announced that the two initial parties in the planned change, Tech and Roanoke County, agreed to work together in a two-year pilot program for principal preparation. The newsletter informed the critics that the Tech development group had decided to expand participation to other school divisions, the Virginia Department of Education, and other institutions of higher education. Worner also outlined the elements of the program that had been determined. The elements included the following:

- up to sixteen participants will be selected
- selection criteria will include:
 - leadership
 - academic potential
 - experience

- educational values and commitment to the profession
 - interpersonal skills
 - commitment of time to the program
 - oral communication skills
 - written communication skills
- participants will be chosen from a pool of applicants generated by teacher nomination, administrator nomination, and self nomination
- each participant will be assigned an advisory committee comprised of a university faculty member, a building principal/mentor, and a central office administrator or supervisor known as an "associate"
- participants will continue in the program for approximately two years
- assessment will be the cornerstone of the program; at least four types of assessment will be incorporated:
 - assessment for the purposes of initial selection,
 - assessment for purposes of program planning (diagnosis and prescription),
 - assessment for the purpose of describing skills and competencies of those who complete the program to potential employers, and
 - assessment for the purpose of designing a post-program development plan for the participants
- a minimum of 1500 clock hours will be required to complete the program; activities will be distributed as follows: 25% to experiential activities, 25% to direct instruction, and 50% to independent study.
- the program will be governed by a board consisting of representatives from the program area, the school divisions, and other stake holders. (Worner, 1989b, February, pp. 1 & 2)

Worner also included a list of responsibilities for participating school divisions.

- Identification of a pool of prospective participants from the school division.
- Assistance in the selection of participants from the identified pool.
- Provision of release time for each participant to fulfill his/her internship responsibility (90 days over a two year period).
- Provision of a mentor and central office associate for each participant.
- Participation on the program management council. (Worner, 1989b, February, pp. 1 & 2)

Also noted by Worner was Tech's selection as one of four institutions to participate in Cycle IV of the Danforth Foundation's Principal Preparation Program:

Conditions for participation in the program include the allocation of institutional resources (.75 FTE for 15-18 months) and school system support of a 90 day internship for each trainee. The program design and execution should demonstrate a collaborative relationship between the university and a minimum of three participating school divisions; incorporate a substantial field based component; enroll a minimum of 15 trainees; and integrate theory and practice. (Worner, 1989b, February, p. 3)

Worner predicted the program would begin in the fall of 1989. The most pressing agenda item was curriculum development. Throughout the planning process the curriculum had been considered the most important part of the re-invention. An innovative curriculum and delivery system would separate the Tech program from the other programs being developed around

the state and, most importantly, be a complete departure from the existing program.

Faculty Support for Curriculum Delivery

The necessities for principal preparation -- assessment, internships, and collaboration -- recommended by the Governor's Commission on Excellence in Education (1986), the National Commission on Excellence in Educational Administration (1987), and the National Policy Board for Educational Administration (1989) were succinctly included in the program being developed by the Tech development group. The question remained, however, how would the faculty react to curriculum delivery completely different from what they were accustomed to and valued. A radical change in curriculum delivery was important to Worner and Parks, but was it compatible with the faculty?

Parks and Worner had to convince the faculty that the delivery system model developed was the best way to prepare principals. Their colleagues comprised what Worner believed to be the best faculty in the state. Faculty members believed their courses were essential in preparing principals and, most importantly, taught well. Professors are a rather difficult lot to control. "In colleges, academic departments and professors have considerable autonomy as expert professionals; if they do not like a new academic policy,

they can often avoid serious implementation and, meanwhile, build a new coalition to get the policy rescinded" (Lindquist, 1978, p. 8).

Even though the faculty agreed to the proposed program change, they hadn't admitted there was anything wrong with their way of teaching their particular courses. Worner's letter to the faculty inviting them to join the development was his attempt to eliminate any future surprises by having the program area involved in the change process. Gordon saw program area faculty involvement as fairly good. Three faculty members besides Worner and Parks made regular contributions to the development process.

Areas of concern for Worner and Parks were: course titles from the past were not included in the program outline, and the proposed delivery methods weren't in line with current practices. For example, school law, school finance, school/community relations, and the other "certification courses" would not be labeled as such. The "seven magic courses" would be covered, albeit in an integrated manner and delivered in a variety of ways. The faculty questioned the reasoning behind such a switch in curriculum and delivery. Worner and Parks anticipated problems selling a new delivery system to the faculty. They were ready with a strategy.

First, early in the planning process, all faculty members were invited to contribute to the development process. Second, they were kept informed of development meetings with memos, Worner's periodic newsletters, and

regular discussions in the department with Worner and Parks. Third, Worner and Parks offered financial incentives to faculty.

Three faculty members were offered \$5000 each to develop modular units to deliver their courses. They could use the money any way necessary and be as creative as they wished. The goal was to have the course experts develop instructional modules centered around their specialties. The strategy was successful in preventing faculty members from boycotting participation in implementation.

Salmon was to develop modules in finance, Alexander in law, and Phil Jones and Bonnie Billingsley in special education. Alexander did not accept the money and no modules were produced. Jones and Billingsley produced two modules which they were paid for. Salmon took the money but didn't produce any modules. He did, however, present school finance within the parameters of the re-invented program.

Salmon wasn't completely against the modular approach. He believed because students were being prepared to be principals a sufficient amount of information about school finance and budget could be delivered with the modules. He was, however, remorseful that he hadn't prepared the modules. If he had prepared the modules, any doubt he had about the delivery model may have been erased.

I am not sure the finance section needs to be bolstered very much, perhaps some, and its my fault for not doing it. (Salmon, 1993)

He showed more concern that school law was not adequately covered. Alexander, the faculty's school law expert, showed a similar concern after the first cohort:

I feel they (students who complete the program) are deficient in school law. They didn't buy a book, they didn't read anything. I would go up and do a three hour workshop and leave. It was planned that way, and that is fine with me. (Alexander, 1993)

Parks didn't believe it was important to give the students courses in law and finance. His opinion was that by confronting issues and then exploring the legal or financial ramifications students would retain considerably more. It was a learning experience easily included within the internship, independent study, and direct instructional components of the program.

I don't know if they got enough law or finance. It's difficult to know how much is enough. The students are certainly able to function in a school setting. They learned a great deal about schooling and what they should do and should not do from their internships. They will learn more as they go along and confront legal issues; they will learn from those. (Parks, 1993)

Parks and Worner believed that if the professors had developed their units, there would have been little to argue about. The faculty were asked to specify the conditions and the amount of time they required to present their material. The only stipulation on course units was that they could not be presented in three hour blocks, once a week for 15 weeks. The concern about curriculum delivery did not cause a major rift in the faculty. Alexander said that if that is the way the program designers want it, it is fine with him.

Academic Strategies

Worner, Gordon, and Viars met in March, 1988, for the initial discussion on principal preparation:

Wayne Worner, Ted Viars, and I went to lunch at Shoney's and talked about the fact that this ought to be a regional program. We also talked about the difficulty of trying to enlist help from other school divisions or even interest from other school divisions before we had some semblance of a working plan.

Then before we got ready to put anything on paper, we decided to enlarge our group. Worner wanted to bring in Dave Parks and immediately there were people Viars and I wanted to bring into the mix. (Gordon, 1993)

At the next meeting the Tech development group began to take shape.

Worner, Gordon, and Viars were joined by Parks, Bayes Wilson, superintendent of Roanoke County Schools, and Jim Gallion and Lorraine Lange Roanoke County administrators. Parks took control of the meeting and led the group discussion toward the curriculum:

...Dave Parks decided how the conversations went round and round. We decided the best way to get a handle on this was to start talking about curriculum. (Gordon, 1993)

By May, 1988, the development group had grown to include three more Roanoke County Administrators--Martha Cobble, David Trumbower, and Berkley Lucas--and Tech faculty members Glen Earthman, Pat Carlton, and Loyd Andrew. There was now a cross section of practitioners and university faculty gathered to re-invent the masters program for principal preparation.

Gordon was quite impressed with the participation from the Tech Faculty throughout the development process:

I feel sure that Glen Earthman came along fairly soon. I know that Loyd Andrew came along often. He was there almost from the beginning and was very instrumental in designing the assessment component.

I can remember at one point saying to Parks and Worner that it seemed to me that we had a more stable involvement from other folks at the university also. Other folks (Salmon, Jones, Alexander, Carlton, Conley, and Billingsley) were very interested, agreed to write the curriculum, agreed to present seminars and so on. But the primary day to day keeping the program working fell a lot to Parks and Worner. (Gordon, 1993)

Re-inventing the Principal Preparation Program

Framing the Problem

Parks saw the development group as a problem-solving group. They came together from different arenas with different agendas. Their commonality was the shared goal of re-inventing the masters program for principal preparation:

All problem-solving groups should begin in a dialogue format to facilitate the building of sufficient common ground and mutual trust, and to make it possible to tell what is really on one's mind -- finding validity. Dialogue is the root of all group action. (Schein, 1993, p. 42)

At a development group meeting on June 24, 1994, Parks led a dialogue session. He framed the dialogue around the concept of the principal's work and possible components of a restructured principal preparation program. Parks' notes were labeled Initial Criteria for

Participation and resembled a brainstorming session. The major offshoots were labeled **Beginner** and **Experienced** then moved in a rather scattered flow chart manner through an undefined program. From the dialogue session Parks produced an outline of the principal as the **Educational Scholar and Manager:**

- One who leads within the constraints of a larger system, but who questions and challenges those constraints
 - One who permits and accepts failure
 - Informed risk taker, entrepreneur
 - One who questions the system, conventional wisdom, policies, laws, etc.
 - Creates an environment of learning
 - Is a "learner"
 - Assumes responsibility for the results of education
 - One who exercises leadership
 - Works well with others
 - One who shares the vision and gets others to help implement it.
- (Parks, 1988)

Defining the Concept of the Principal

During the summer and into the fall of 1988, Parks and the development group continued their dialogue conceptualizing the work of the

principal and constructing the program components. With their dialogue they were able to locate disagreements and agreements as they began changing the principal preparation program. Wagner (1993) theorized that in education there is a contrast between researchers (in this case the faculty members of the development group) and practitioners. The faculty members worked in the university and the practitioners worked in the schools, and both had opinions about improving principal preparation. The dialogue helped to eliminate any concerns on the part of the practitioners that the faculty members were simply going through the motions of a collaboration.

The dialogue was framed around two questions. With the questions Parks wanted the development group to construct their concept of the principal they wanted to prepare:

We simply sat down with the Roanoke County folks and said what is it principals need to their job. We also did another thing, we asked what is it we would like, what kind of principal would you like to produce in this program. (Parks, 1993)

The initial exercise in dialogue began to unravel the complexity of the principal's job. For example, the practitioners in the development group had first-hand knowledge about the complexities while the faculty members had an understanding of the inadequacies of the old certification program. Through their dialogue the development group described the future needs of principals.

The next step taken by the development group was taking turns defining the concept of the work principals do. Parks wrote the first draft. Parks' draft conceptualized the principal as a change agent with considerable freedom from the central administration:

The school principal is primarily a creator and implementor of educational programs for students at the building level. To accomplish this task, the principal must be provided with the necessary authority and resources.

With respect to authority, the principal must be given the right to make all decisions concerning what is taught, how it is taught, when it is taught, and by whom it is taught. When available, central office personnel must serve only in an advisory capacity and as called upon by the principal.

The principal is not one to be happy with the status quo. Improvement is constantly on his/her mind. Continual evaluation of current operations is a goal. Questioning directives, rules, regulations, and laws is common for the principal. Action is taken to change those that serve as obstacles to desired programs and goals. (Parks, 1988a)

Parks' concept was then taken by Gordon and Viars and reworked.

The second draft had similarities and differences with Parks' draft. For example, both drafts conceptualized principals as change agents and leaders with vision:

The principal has the vision. He articulates goals and develops innovative ways to overcome obstacles.

The principal is viewed by himself and others as an educational leader; a person who can initiate change and implement appropriate programs to accomplish change. (Viars & Gordon, 1988)

The difference between the two drafts was obvious to Parks and Gordon. It showed the conceptual difference and common ground between

university faculty and practitioners. Parks' draft painted a picture of principals as independent agents with the central office people acting in an advisory role. In Parks' concept the principal was a transformational leader who shared power with teachers. On the other hand, Gordon and Viars agreed with Parks' notion of principals as change agents, but they did not classify them as independent agents:

The principal demonstrates an ability to interpret, synthesize, and implement research based on the relevancy of research to local conditions.

The principal has the ability to balance competing demands, to analyze tasks, to set priorities and to manage time in an effective manner. (Viars & Gordon, 1988)

Gordon viewed the draft she wrote with Viars as a realistic concept of leadership for principals. She thought Parks was unrealistic. She was surprised that Parks thought principals could be such independent managers. For example, Parks wanted the principal to have the right to make all decisions concerning education policy with the central office acting in an advisory capacity. Gordon and Viars also saw the principal as a strong instructional leader but in collaboration with central office policy.

A third concept was written by developers Cobble, Lange, and Trumbower. It too framed the leadership role of the principal within the concept of a change agent and an instructional leader:

The principal is a visionary leader who possesses good human relation skills. The school leader's vision is created from a thorough understanding of the goals of education, theories of learning, family life

and development, curriculum, governance, and technology of education. The vision is then communicated to teachers, parents, central administration, and the community at large. The principal empowers these people to implement the school programs. The thrust is one of high expectations. The principal has the confidence to be an informed risk taker who permits and accepts change.

The prospective school principal is viewed as an educational leader by all. A mediocre leader will no longer be tolerated. An effective principal must not only be an educational scholar, a leader, and a manager, but the school executive must be an entrepreneur who has student learning as a priority. (Cobble, Lange, & Trumbower, 1988)

The difference between Parks' concept and the other two concepts was understandable to Parks, Gordon, and Cobble. Although he and the school division representatives in the development group were connected in their mission to re-invent principal preparation, Parks did not feel obligated to express the existing school division concept of principals. On the other hand, the school division practitioners represented the school division. Therefore, it wasn't surprising their concepts followed the policy of that division.

The last concept by Cobble, Lange, and Trumbower was submitted for discussion on September 30, 1988. Parks' impression was the discussions that followed were significant parts of the change process. It was "mucking about" in an attempt to find a clear path. It was a long exercise which established trust and facilitated the building of common ground between the faculty members and the practitioners. Parks said the concepts weren't discussed again; Gordon and Cobble believed the concepts formed the basis of the principal preparation program that was eventually developed.

Defining the Components of the Program

The development group's dialogue to conceptualize the work of principals they wanted to prepare was an important part of the change process. The conceptualizations helped give a clearer picture of the work principals do and, consequently, aided in development of the program components. It was like putting a puzzle together, laying all the pieces on the table then carefully fitting them together to form a viable program.

Work on the components of the program to prepare principals began in June, 1988. Fullan (1982) theorized there are several of things at stake in an educational change--changes in goals, skills, philosophy or beliefs, which make change a multidimensional entity. He lists three dimensions key to implementing any new program or policy:

- (1) The possible use of new or revised materials (direct instructional resources such as curriculum materials or technologies),
 - (2) the possible use of new teaching approaches (i.e., new teaching strategies or activities), and
 - (3) the possible alteration of beliefs (e.g., pedagogical assumptions and theories underlying particular new policies or programs).
- (Fullan, 1982, p. 30)

Parks' concept of the program components was multidimensional with the focus on students. The development group was developing an entirely new program. New curriculum materials would have to be designed and new teaching approaches would have to be implemented. A new program brought into question the pedagogical assumptions of the current curriculum held by the faculty about their areas of interest.

Parks' draft of the program components was his conception of the gestalt of a program to prepare principals. It encompassed personal qualities, knowledge and skills, and elements to be managed. His rendering of the components looked like the following:

Components of the Program to Prepare Principals

A. Elements to be managed:

1. Students
2. Programs
3. Instruction
4. Personnel
5. Support Services

B. Knowledge and skills acquired:

Philosophy, nature of education, goals of education
Relationship with society
Technology of education and management
Scientific knowledge (on all elements to be managed)
Experiential knowledge (on all elements to be managed)
Politics and governance of education
Management skills
Human relations skills, leadership
Intellectual skills, vision

C. Personal qualities brought or acquired:

1. Leader
2. Learner
3. Risk taker, challenger
4. Thinker
5. Scholar
6. Entrepreneur (Parks, 1988b)

Content Components

Parks and Worner had already concluded the old approach to principal preparation had to change. They knew the impending restructured guidelines from the Virginia Department of Education would not eliminate the study of school law, finance, and the rest of the seven required courses. The required courses were important areas of study for future principals. Parks and Worner had no problem with that. The problem was how the material was delivered and integrated. Parks was reminded of Guskey (1986) and his theories about teachers involved in curriculum reform. The most important part of a teaching method is whether students learn; if it doesn't work, discard it.

The old methods, principles, and rules (in Parks and Worner's opinion) were not meeting the needs of future principals. For example, as Parks (1993) stated, the faculty really didn't know what knowledge the students gained or were able to retain when they left the program. The existing certification program was a cafeteria of courses. Students took courses as they were available. For example, one year students studied school law and perhaps two years later they studied finance or community relations; it was a practice of disconnectedness. The students learned school law and finance, but their education lacked an integration of those courses with practical experience.

By July, 1988, the development group had constructed a rather extensive performance outline for effective principals which coincided with the possible program components drafted by Parks. In the opinion of the development group, the expectations covered every aspect of the principal's work and included the following:

1. human relations skills
2. planning, goal setting
3. management skills (including law, finance, and facilities)
4. activities program
5. special education
6. evaluation
7. utilization of staff
8. change
9. interschool and board relations
10. group dynamics
11. conflict resolution
12. policy implementation
13. counseling
14. National Association of Secondary School Principal (NASSP) skill areas
15. Northwest Regional Leadership (NWRL) summary of findings (Tech Development Group, 1988a)

The outline extended the program components to cover all aspects of the principal's job. These were the items the curriculum had to include to meet the development group's expectations for effective principals. The delivery method for the re-invented principal preparation program was the next issue to be addressed. It entered the planning picture during a discussion of the expectations. On the back of her copy of the outline, Gordon wrote down possible delivery methods. The methods of delivery included the following:

- Lecture
- Discussion/Seminar
- Individual Reading
- Mentoring/Practice
- Simulations
- Professor Networking
- Conferences
- Individual Study (Gordon, 1988)

Delivery Components

The development group met throughout the summer of 1988. They brainstormed the curriculum and how it should be delivered. Gordon related the curriculum development process to the book Chaos:

I don't think that even the most rational systems for preparing principals or for doing anything else always turns out exactly as you planned. That helps to explain how it is that you get some people who come to an outstanding program and don't develop into outstanding principals. Where on the other side you might get some outstanding principals through an absolutely inferior program. So it is not rational. (Gordon, 1993)

Gordon was also instrumental in having liberal arts included in the curriculum; Chaos was incorporated as a liberal arts module. Liberal arts had never been a component of administrator training at Virginia Tech. Callahan (1962) believed the historic absence of liberal arts studies for school administrators is one of the great tragedies of education. When Gordon proposed liberal arts be included some people in the group were receptive but the idea did get a few hoots and raised a few eyebrows:

My bias toward liberal arts came from my masters in liberal studies. I believed that there was a great deal of this good sense stuff that needs

to fill in between the rational parts of a program that liberal arts can do. It can really give you a much bigger picture, a different perspective on issues, a broader perspective on issues. Also, in terms of looking at curriculum, lots of times the fine arts, the humanities get short shrift in the curriculum. I was looking for principals who would be protective of that and see art, music, and literature as being as important as science and math. (Gordon, 1993)

Parks was also a proponent of including a liberal arts component into the curriculum. It was his belief that aspiring principals and, anyone for that matter, should be life-long learners:

We thought principals ought to know more than their work and be more concerned about the world at large. They should be familiar with the arts and have some form of intellectual recreation other than just going to work and going home each day. By the students being familiar with the arts they might include them in their own school programs. (Parks, 1993)

Worner and Parks wanted a curriculum and delivery system based on the needs of future and present principals. The program they envisioned mixed practice with theory into an experiential program. They weren't sure how their ideas were going to play with the Virginia Department of Education and the program area faculty. For example, the Committee on Restructuring Principal Preparation Programs was rapidly completing its work on new guidelines. It was a risk for the program area to re-invent their program before they knew the direction taken by the state.

On the faculty side, Alexander said he wasn't sure it was important to change before the State Department of Education made a move in that direction. But with Worner's work for Elliott and Earthman working as Tech's

representative on the Committee on Restructuring Principal Preparation Programs, chances were better than average the work done in curriculum development by the Tech development group would have some influence on future state curriculum guidelines. The development group continued with the belief Worner and Parks had earlier instilled--whatever they decided would be acceptable.

Parks and Worner wanted an innovative delivery system completely different from the existing system. It proved to be the most contentious issue of the change process. During the spring and summer of 1989 the development group created the model for the instructional delivery system.

Their explanation is as follows:

Program delivery is based on a diagnostic-prescriptive model in which each participant's program is individualized to match the participant's individual needs. The undergirding assumptions of the program are:

- a. theory and practice must be integrated;
- b. communication and collaboration between university faculty and school system practitioners are critical;
- c. assessment and feedback are basic to program planning and participant development;
- d. possessing knowledge is important; demonstrating competence is essential.

The curriculum for the program will be delivered through a variety of techniques, experiences and activities including:

- internships and shadowing activities
- simulation
- workshops

- seminars and classroom activity
- programmed materials
- individualized study
- computer modeling
- conferences
- journal writing, review and discussion
- readings
- and many others

The fall schedule includes weekly instructional modules which will focus on leadership; cluster seminars during which the program participant will meet with other members of the training team (mentor, associate, faculty); issues seminars ("Excellence and Equity" this fall); and special topics seminars designed to broaden the experiences and interests of the participants. Fall topics will examine the influence of the liberal arts on public schools and the theme "order and chaos." (Tech Development Group, 1989)

One part of the curriculum, the internship, had long been a source of irritation for Parks. He saw the internship as a critical element in principal preparation, but the delivery was not adequate. He was disturbed by the inadequate supervision and the lack of realistic and meaningful experiences for aspiring principals.

It was the first piece of the curriculum to be addressed. In fact, Parks began revising the internship before the masters program was labeled a priority by the program area:

The early internships were all part-time and the student found someone to supervise the internship. The supervisor was usually the home school principal. The internship was unstructured. The student could work 150 hours and it could all be supervising buses, cafeteria or lavatories. There was no structure beyond finding somebody and working with them. (Parks, 1993)

The purpose of the internship was to give the program an experiential base for the students. According to Thomas Elliott (1993) it was a program requirement, and had to be included in principal certification programs offered by institutions of higher education. He added that guidelines for the internship were inadequate, which made it difficult to ascertain how effective internships were.

Earthman viewed the ineffectiveness of internships as a flaw in principal preparation. Parks saw the problem as a lack of organization. The interns had no guidelines to follow and without them the internship lacked meaning. Interns could literally fulfill the requirement by monitoring school halls or lunch rooms. Salmon saw the internship as primarily a paper internship with little substance:

It was primarily a paper internship. To some extent it was done better probably than you would expect because most of us made a conscientious effort to place the person with a good school-site supervisor. If placed with a good site supervisor, the student got a pretty good internship and that is essentially what we tried to do. But

the actual supervising from the university was minimal at best.
(Salmon, 1993)

Parks decided to formalize the procedures and make certain that the internship had a set of objectives for all interns to successfully complete.

Worner recalled that Parks took over as supervisor of interns in 1986 and immediately went to work on objectives for interns:

The objectives were drawn from the accreditation standards for the state of Virginia and some ideas I put together. A set of about 65 objectives was established.

The internship then moved from simply objective driven to a full year, part-time experience. The home school principal usually served as the mentor. The student had to help open the school, work all year with the principal on the objectives and help close the school the following spring. Interns had a full year's experience. (Parks, 1993)

All objectives did not have to be achieved by the interns. A minimum number of objectives was set for the internship. Above the minimum interns had specific objectives cooperatively selected by them and their advisor.

The work Parks did with the internship gave the re-invention of the masters program a headstart with an essential element of the curriculum. Parks and Worner wanted the internship to be a cornerstone of the re-invented masters program. Simulations and a problem solving approach to instruction in conjunction with an internship was the combination appropriate integration of theory and practice.

Worner, through his report to Elliott and the Committee on Restructuring Principal Preparation Programs, pushed for a mandatory 90-day

internship to be included in the new certification guidelines. Indeed, when the Virginia Department of Education released the guidelines for restructuring principal preparation programs, a 90-day internship was included with item two:

2. The proposal must describe a continuum of field experiences joining theory and practice, including an internship that is:
 - a. full-time;
 - b. a minimum of 90 days in length;
 - c. under joint supervision of a university faculty member and an appropriate school administration, preferably a building principal; and
 - d. inclusive of a full range of administrative experiences.
(Virginia Department of Education, 1989)

The program area faculty agreed with Parks and Worner about the restructuring of the internship. The program had a set of well thought out objectives that were designed to provide the intern an in-depth administrative experience and Parks had released them from the burden of supervision. Parks wanted it that way because it gave the program consistency.

Governance Component

Through September, 1988, the development group worked on another piece of the puzzle, the draft of the governance structure for the program. Worner and Parks didn't want the collaboration between the university and school divisions to end after the program was developed and implemented. Their vision and the vision of the development group was to keep the collaboration alive after implementation. For example, within the governance

structure there were three groups: a policy board, a program advisory board, and program associates.

The policy board consisted of two superintendent appointees and two program area faculty to act as reviewers of program design and policy issues. The Program Advisory Board had 12 to 15 members. It consisted of principals, assistant principals teachers, a staff development person, and people from business and industry. The governance groups were a continuation of the collaboration that began between Tech and Roanoke County. The collaboration would be a continuous process that could keep the principal preparation program dynamic.

The caveat to this part of the development is that many worthwhile ideas were fleshed out as planners re-invented the masters program for principal preparation. The policy board and the advisory board looked good on paper but neither materialized beyond the planning stage. Parks recalled that a program associates group was formed. It included central office people who served on advisory committees for students, mentors, and faculty.

Assessment Component

Assessment was a key element for the re-invented principal preparation program. Worner (1993) said that Loyd Andrew played a major role in the development of the assessment component. From the beginning of the change process, Worner and Parks wanted to be knowledgeable about

what abilities students entered and exited with and how well the program presented material. By October, 1988, the development group decided that four kinds of assessment were important: selection, formative, summative, and follow-up.

In January, 1989, Andrew, Parks, and Worner wrote an unsuccessful mini grant to the College of Education to test the uses and value of the diagnostics tools used with potential principals. They listed three stages in the assessment process:

Stage 1 is the process for identifying, selecting, and admitting candidates to the program.

Stage 2 is diagnostic and is intended to gather information to help candidates and their committees in developing the candidates full potential.

Stage 3 is designed for two purposes: (1) To provide candidates at the end of the program with information on what changes have occurred during their work in the program, and (2) to obtain data for evaluating and revising the program. (Andrew, Parks, & Worner, 1989)

Putting the Puzzle Together

The dialogue conceptualizing the work of principals which Parks began with in March, 1988, was still on the table in August, 1988. The dialogue had grown to include ideas about components, curriculum and delivery, governance, and assessment and the Tech development group had outlined the rudiments of a program. Much had been accomplished less than a year

after they began to meet. The development group was ready to begin a draft of the principal preparation program and consider enlarging the collaboration.

Only after we had outlined the rudiments of the program and had gotten far enough in the planning that we were ready to produce a brochure and think about how we are going to go about selecting the first candidates for the program did we approach the other school divisions in the region. (Gordon, 1993)

What emerged first was a three-year cohort program. It was later revised to a two year program. The program was rooted in experiential learning with the instructional design committed to demonstrated competency rather than didactic hours. Course numbers disappeared as well as any resemblance to the old certification program. First, the development group constructed a time sequence for the program, and second, a program flow chart for bringing in students, moving them through the program, and exiting them.

At a development group meeting on August 18, 1988, the agenda focused on pool development and communication of the program. Included in the original pool of school divisions were the following:

Roanoke County	Roanoke City
Salem City	Craig County
Franklin County	Allegheny Highlands
Botetourt County	Covington
Montgomery County	Bedford County
Radford	Floyd

Under communication of the program they listed:

- Meeting with superintendents

- Distribution of printed program description (brochure and application)
- Meeting with potential candidates and other key staff development person from each participating division
- Receiving applications (Tech Development Group, 1988)

By September 8, 1988, the first draft of a re-invented masters program cooperatively developed by the Roanoke County Public Schools and Virginia Tech was completed. The development group was moving expeditiously through the process of transforming principal certification into a program for principal preparation. The draft included the following:

- Mission and Goals of the Program
- Program Flow Chart
- Description of the Program

Stage 1--Develop a pool of potential applicants.

Stage 2--Orient, assess, counsel, explore, and decide.

Stage 3--Plan program, monitor progress, and counsel.

Stage 4--Assess and follow-up. (Tech Development Group, 1988d)

September to December, 1988, was a busy time in the business of restructuring educational leadership programs. The Governor's Commission on Excellence in Education (1986) recommended that revised programs in school administration be place by July 1, 1990. With less than two years to get revised principal preparation programs up and running there was still

much work to be done by the Virginia Department of Education and the Tech development group as well.

The Virginia Department of Education showed progress when Thomas Elliott and his staff presented their proposed Guidelines for Restructuring Educational Leadership Programs to the ad hoc Teacher Education Advisory Committee on October 14, 1989. By October 31, 1989, the proposed guidelines had been reviewed by the Tech faculty and the development group. On November 4, 1989, faculty representatives went to Richmond for a meeting to seek additional guidance and comment on the proposed guidelines.

Worner and Parks were always confident that the program developed cooperatively with Roanoke County would meet any new standards created by the Virginia department of Education. In January, 1989, Worner and Parks met and discussed the components that had entered the discourse on the program change since the development group began regular meetings. To draw a perspective, Parks and Worner wrote a list of objectives to be addressed by the development group before implementation:

- O₁: Establish a calendar for start up.
- O₂: Refine procedures for identifying participants.
- O₃: Establish procedures for involving/incorporating interested divisions and colleges/universities.
- O₄: Refine procedures for assessment of participants.

- O₅: Review and revise procedures for delivering the curriculum, allocating, and paying the tuition.
- O₆: Review management and governance systems.
- O₇: Establish criteria and procedures for the identification, selection, and reward of mentors. (Parks & Worner, 1988)

Implementing the Program

Within 18 months of the first dialogue on the concept of the principal the re-invented Virginia Tech Regional Program for the Preparation of Principals was set to begin. In March, 1989, an information brochure, created by Martha Cobble, a Roanoke County principal, to announce the program was sent to area school divisions to gather nominations for the first cycle in August, 1989. The program was going to begin before the Virginia Department of Education proposal deadline.

The deadline for nominations was set for April 15, 1989, and the application deadline for May 15, 1989. Applicant interviews were set for June and those selected for the program were notified by July 1, 1989. The program was set to begin on August 15, 1989. The pieces were falling into place. The school divisions included in the mailing were Floyd County, Allegheny Highlands, Covington, Montgomery County, Patrick County, Bedford County, Franklin County, Salem City, Roanoke City, Roanoke County, and Botetourt County.

On June 26, 1989, Parks and Worner sent a memo to superintendents and planning committee members about mentor selection and assignment, which would take place on July 11, 1989:

Our next tasks are to select and assign mentors and associates. Information on criteria and procedures is attached. If superintendents have not already done so, they should identify potential mentors (principals) and associates (central office personnel) who are willing and able to serve, and send their names to Dave Parks or have them ready for the July 11 meeting. The person representing the division should be able to discuss the qualifications of each potential mentor and associate with the committee at the meeting. (Parks & Worner, 1989)

By July 21, 1989, 13 participants for the pilot program had been selected and their mentors assigned. Worner and Parks sent a memo inviting everyone involved to an orientation banquet to honor the participants on August 21. Worner followed that memo with another on July 31 the program presenters for the orientation meeting about their assignments:

Dave, Deanna, and I met on Wednesday, July 25, to flesh out the details of the August 21 orientation session. Please note your assignment and the amount of time allotted. Clearly we have enough "fire power" to spend three days discussing and orienting. Try to remember that these folks (participants and mentors) need sufficient background to understand what we're about; and enough detail to operate until we get together for cluster meetings on September 12. (Worner, 1989c)

Worner's memo indicated that the re-invented masters program for principal preparation was ready with all material pertaining to the program in general. There was, however, one item still in the works. Some work on the curriculum was still in the development stage. When the program began it

had the appearance of a work in progress. Worner and Parks would still be assembling the curriculum materials as they implemented the new model.

Analysis of Strategies for Change

In the development of a successful change strategy Beckhard and Harris (1977) wrote that it was important to set clear and explicit descriptions of the desired state of affairs after the change. Worner's description or, rather, his vision was based on five years of research. He didn't have a new program for principal preparation in hand in 1982 or 1987, but he had an adequate diagnosis of the problem and the determination to develop a program that met the needs of future principals.

Worner's colleagues on the faculty were also aware of the problems associated with the preparation of principals, but they lacked a felt need to move forward with change. Part of Worner's strategy was to supply the need. Berman (1981) theorized that three processes - mobilization, implementation, and institutionalization - were present in an educational change process. Worner's continuous dialogue with colleagues about the inadequacy of the masters program was a strategy he used to mobilize the faculty, but it wasn't the only driving force.

The research Worner had done and the circumstances that had and were occurring were contributing factors to the mobilization of the faculty into the change process. But mobilization must be continuous during the change

process. The leader must create strategies to keep the mobilization moving forward to successful implementation. For example, Worner was purposeful in his decision to have Parks handle the development of the academic aspects of the new program for principal preparation. The decision supplied energy to the change process which the faculty could translate as progress, and cleared up a foggy area - academics - Worner had with the program change.

Parks and Worner continued the mobilization throughout the change process. First, they moved toward a program development collaboration with school divisions in the area, and found the right people in Roanoke County. Second, they included other faculty members in the collaboration which increased the dialogue among faculty. Third, communication with a spectrum of parties (other practitioners, Virginia Department of Education personnel, and The Danforth Foundation) was regular and informative. Fourth, the development process itself was not allowed to bog down; it was animated and addressed the myriad of topics almost simultaneously. The aggregation of all of that created a vibrant change process.

The continuous mobilization strategy paid dividends when it came time for implementation and there were some losses which can be expected in any change; some things work and some don't. Parks and Worner stressed throughout the change process that the program had to be a complete departure from the existing program. The development group was given an

empty page to fill. Christianson (1982) theorized the importance of identifying the forces that affect the program, and consequently, how the program change might affect the forces. For example, the program area's development group was influenced internally by the faculty and externally the Virginia Department of Education, public school divisions, and later by the Danforth Foundation.

Parks and Worner were cognizant of the influences but chose to ignore them. They didn't want the development group to be hindered in their planning work. They used the critical theory approach in the change process. Foster (1986) theorized that it was important to look at what we are doing as educators and ask ourselves if it is right or wrong. With critical theory we are able to look at the old that has been around for awhile and move to something new that better meets those who are to be served.

Without the concern about what influence groups would think it was easier to discard the existing program and develop a completely new product. Parks' opening dialogue about the concept of the principal enabled the development group to look at the old model as an inadequate preparation model for principals. Consequently, with the concept routine and other dialogue the development group was able to construct a set of goals within a few months. Perhaps if they were mired in what the Virginia Department of Education was doing with the new program requirements or how the faculty

would react to a new delivery system, the mobility of the change process would have been stuck in "bureaucratic muck."

CHAPTER IV

EPILOGUE

The Virginia Tech Regional Program for the Preparation of Principals began in August, 1989. Worner liked to say, "the rubber hit the road" less than two years after he persuaded the educational administration program area faculty to re-invent the masters program for principal preparation. Initial student membership in the Regional Program for the Preparation of Principals (RP3) was 13. Nine members (all female) completed the program two years later.

Tech's program began before the Virginia Department of Education began the review and approval process for revised principal preparation programs. Tech's proposal was reviewed in April, 1990, seven months after the program started. The review committee had several concerns regarding the Tech proposal. The concerns included the following:

Presentation of two different options of study as a proposed restructured principal preparation program is confusing and difficult to follow for the purposes of evaluating the proposal.

The different internship options within the plan do not meet the requirement of the guidelines.

The format of the proposal did not follow and is confusing to the reader.

The course titles, descriptions and credit hours need to be further explained.

The plan does not describe the integration of the recent reports of educational reform into the proposed course work.

The plan lacks distinction in the required course work to develop leadership competencies for the various levels of endorsement.

The plan does not include a clear articulation between the broad goals of the program and the proposed course work. (Review Panel for Restructured Principal Preparation Programs, 1990)

The concerns of the review panel did place the Virginia Tech program in jeopardy, but clarification was necessary. Worner, Parks, and Earthman (1990) responded to the concerns in a timely fashion. In regard to the different options, it was explained that there was only one program. In the original proposal two possible delivery systems were described, not two programs. The second delivery system was a possible alternative to be used in Northern Virginia. The concern over the internship was that the Virginia Department of Education wanted a continuous 90-day block for interns. Worner, Parks, and Earthman argued that 90 days spread across two years could provide options unavailable to students who completed their clinical work in a single semester. The important element of the internship is that it be unencumbered.

The proposal was reorganized into four volumes to eliminate the confusion experienced by the review committee. The new volumes also included Worner's review of principal preparation programs and an annotated bibliography of principal preparation research literature. Worner, Parks, and Earthman had difficulty explaining the course titles. They explained to the

committee that course work had been collaboratively planned over a fifteen month period, and included a general review of the process in the revised proposal.

Worner, Parks, and Earthman pleaded guilty to their failure to differentiate courses in elementary, middle, and high school leadership. Their position was that the major components of leadership are common. The review committee's concern over the broad goals of the program coinciding with the course work was curious. It was explained that several program goals were irrelevant to course content because they were program goals not learner outcomes.

Parks (1993) believed the position taken with internships caused the most concern with the committee but even that was easily clarified. With little fanfare the Virginia Tech Regional Program for the Preparation of Principals (RP3) was approved after the clarifications.

Curriculum

The curriculum and its delivery were always considered crucial by Parks and Worner. At implementation a program was established, course names and times were assigned. Courses were delivered as scheduled, however, content was integrated throughout. Parks and Worner had weekly planning sessions to maintain the flow of the curriculum. They compared

their process of curriculum development after implementation to building the airplane as it flew:

We planned the experiences from semester to semester. Many times we were just ahead of the students in preparing the experiences. What we now call an integrated curriculum emerged from that work. We didn't intend it to be as integrated as it ended up being.

It became integrated because Worner and I sat and planned weekly what we planned to do and how we were going to do it. It was a continuous process of evaluation and then replanning and restructuring and moving forward.

We didn't have course titles and numbers. We simply picked some course titles and numbers that seemed to fit the state requirements. There is no doubt in my mind that we exceeded those requirements. (Parks, 1993)

The major components of the program was an innovative mix of curriculum delivery methods:

- * Individual Education Plans
(developed by advisory committee--fellow, mentor, central office associate, faculty)
- * Instructional Modules (18 per semester)
 - Direct Instruction
 - Liberal Studies
- * Cluster Seminars (1 per month)
- * Issues Seminars (1 per month)
- * Internship (45 days per year release time)

The program for the preparation of principals is now in its fourth cycle and there have been some changes in the curriculum. Parks (1993) said the

individual education plans were dropped early in the program. They weren't helpful to the students.

Liberal studies accounted for 36 clock hours and included seven content areas:

- Introduction to Liberal Studies
- The Arts
 - Visual Arts
 - Performing Arts
- Literature
 - The Novel
 - Nonfiction
 - Biography
 - Autobiography
- Philosophy and Religion
 - Western Philosophies and Religions
 - Eastern Philosophies and Religions
- Sciences
 - History of Science
 - Philosophy of Science
- History, Government, Politics, Economics
- Summation (Tech Development Group, 1989)

The liberal studies module was an attempt to expand the students' knowledge of the world and perhaps inspire them to continue their studies after the program. Parks and Worner brought in experts to present the different content areas. For example, the performing arts was presented by Victoria Bond, Conductor and Music Director of the Roanoke Symphony Orchestra, and one section about religion was presented by Rev. Nicholas Baccalus, a Greek Orthodox priest.

Parks said the students' attitude toward liberal arts study was mixed. Dollie Cottrill (1993), a student in the Roanoke program found the liberal arts

module worthwhile. She said her opinion was not shared by all the students in the cohort. The liberal arts module was continued (again with mixed reviews) in the Abingdon program. Steve Parson, the faculty member heading the campus program, plans to use a modified liberal arts module in the fall semester 1994. Joan Curcio and Houston Conley, the faculty members heading the Northern Virginia program, do not have immediate plans for a liberal studies module in Northern Virginia.

Issue seminars such as "The Changing Demographics of American Society" and "Excellence and Equity in Education" were also included in the curriculum. Experts from education and other professions were brought in for round table discussions and interactions which lasted an entire day once a month.

The internship was considered a cornerstone of the principal preparation program. The original guidelines prepared by the Virginia Department of Education required a 90-day internship prior to employment for endorsement. When Tech submitted its proposal the review panel questioned the validity of the internship component. It seemed clear that the internship would be an integral part of the restructured programs for principal preparation in Virginia. Indeed, the internship remained a part of the restructured principal preparation programs but not in the form the Virginia Tech development group favored.

On August 21, 1990, Earthman received a memo from Thomas Elliott. In the memo Elliott (1990) said that because of organizational changes in the Virginia Department of Education (A new governor had taken office that winter) the Board of Education did not receive staff recommendations pertaining restructured principal preparation programs. Elliott expected the Board to act on two staff recommendations at its September meeting. The recommendation that affected the internship requirement is as follows:

2) A one-year provisional certificate be issued to graduates of approved principal preparation programs who have not completed the required full-time internship after July 1, 1992.

The provisional certificate would allow graduates of approved programs to be employed as assistant principals or principals for a one-year period while they complete a cooperatively supervised internship involving the graduating institution, employing local school division, and the Department of Education. (Elliott, 1990)

The recommendation for the provisional certification before the internship was made by Albert W. Edgemon, professor and chairman of programs in educational leadership at George Mason University (Fairfax, VA). On August 26, 1990, Worner wrote Elliott his dissatisfaction. Worner sent a copy of that letter to Edgemon and others in the business of preparing principals. Edgemon wrote Worner with an explanation of the George Mason University position:

Representing GMU, I reported to the meetings of the "Restructuring Committee" that we felt strongly that an internship should be guided introduction to practice, helping each prospective administrator with the tasks of applying knowledge and skills learned in preparation programs to actual practice. Given all sorts of realities (the cost of a full-time

internship for a person still in teaching, the difficulty which a typical intern has in getting a full range of activity - including, in particular, experience with staff evaluation), we reported that we would be trying to develop an internship which would be part of our approved program, but which would not be required until the candidate was in the first year of an administrative appointment. (Edgemon, 1990)

Worner then wrote Joseph Spagnolo, superintendent of public instruction, to explain the Virginia Tech internship position to him. Spagnolo responded on October 10, 1990:

Thank you for your letter of October 10, 1990, in which you shared your concern regarding the implementation of the internship program under the Restructuring Guidelines. Although I personally might favor the internship as an integral part of the program, I am aware that due to economics and other factors various avenues for meeting the internship must be acceptable. (Spagnolo, 1990)

Elliott (1994) said that the provisional certification requirement was an economic issue. Through the Virginia Board of Education, Spagnolo requested scholarship money from the Virginia legislature to finance internships for principal preparation. The legislature turned down the request because any available money was going to be used for teacher salary increases. Therefore, the Virginia Board of Education compromised and passed the provisional certification plan. Elliott added that the a requirement for an internship prior to administrative employment was not in the original guidelines.

Worner and Parks were livid. They blasted the Board of Education for approving programs inconsistent with program approval guidelines:

The decision by the State Department of Education to approve principal preparation programs leading to temporary certification of principals without any internship eviscerates the improvement effort.

Interestingly, when institutions submitted their proposals, all but two submitted a program option which would delay the internship until after the student had been employed. Inexplicably, the staff of the state department recommended approval of those options in spite of their obvious inconsistency with program approval guidelines. Thus, in one simple action, the department emasculated the standards and placed those institutions requiring internships in a position where they were unable to compete with programs which do not require the internship. (Worner & Parks, 1991)

The Virginia Department of Education decision to approve principal preparation programs without the internship caused Virginia Tech to rethink its position on preparing principals and maybe to not proceed with another cycle. Earthman had been working for a year with school divisions in Southwest Virginia laying the ground work for a new program. After six months the faculty decided to move ahead with the program in Southwest Virginia. The program was redesigned with a scaled down internship component which allowed students to fulfill the internship requirement during the first year of employment as an administrator.

Communication

After implementation of the Regional Program for the Preparation of Principals, Worner and Parks kept the communication lines open to the faculty, school divisions, the Danforth Foundation, and anyone else they thought were interested. Worner continued his newsletters to his favorite

critics. He also wrote another occasional piece to those he called his special friends.

Parks started "The Link." It was the information newsletter of the Regional Program for the Preparation of Principals. "The Link" began publication in October, 1989. It was sent to participating school divisions, the faculty, and others. The newsletter contained information about the program. Marie Theobald, a graduate student, took over "The Link," and published it until she graduated. The newsletter was published through February, 1991, but because of insufficient time and a lack of interest publication ended in the spring of 1991.

Iterations

The first iteration was the pilot program implemented in Roanoke, Virginia. The second iteration was held in Abingdon, Virginia and referred to as the Southwest Virginia Regional Program for the Preparation of Principals (SWWRP3). The decision to go forward with the Southwest program was a difficult one because the faculty was still feeling the effects of the Virginia Department of Education's decision to drop the internship requirement.

Worner said that the best reason for implementing the program was equity:

Perhaps the single, most compelling, reason to implement the program in this region of the state was the fundamental equity concern which permeates all issues relating to allocation of educational resources and services in Virginia. Put more directly, this is where the state's land grant institution should be providing assistance. (Worner, 1991)

The program in Southwest Virginia began operation in August 1991 with a cohort of 27, and 25 completed the program in the summer of 1993. Parks and Worner once again shouldered the burden as the primary faculty members for the program, and commuted to Abingdon for two days every other week.

The third and fourth iterations are now in operation in Northern Virginia and Salem, Virginia. Worner and Parks are not major players in either program. The program operating in Salem began as an on campus program in the fall of 1993. It was moved to Salem for the spring semester for logistical purposes. Northern Virginia's program began in January, 1994. Both programs are cohorts, but unlike the first cycles applications for the cohorts were sought from a wider range of school divisions. Curcio (1994) said that the decision to open the program to a larger number of school divisions was a conscious one. She and Conley wanted a group with different educational backgrounds in order to promote cross fertilization.

In the first and second programs, Parks and Worner rarely took a break from being on site with the cohort. In the Northern Virginia program, however, Curcio and Conley have developed a program with seams. For example, next fall the cohort will study Technology in Education with an expert in educational technology. But Curcio and Conley will not be without documentation of the students' activities during that time. Each student is

required to compile a reflective journal about their experiences throughout the program.

The programs spawned from the first are similar to the original but in some ways they are different. Parks sees the differences as an overall plus for principal preparation at Virginia Tech because the programs have proven to be dynamic in nature. It would have been easy to take the program developed with Roanoke County and label it the best way, the only way to prepare principals at Virginia Tech. Such a move would have institutionalized the program for the preparation of principals and in time, the program would have become as stagnant as the program it replaced.

Parks didn't want the program to become institutionalized and antiseptic. His feelings sum up the feelings of many involved in the change process:

It was a feeling that we were doing something different and better than anything we had done before in principal preparation. It was exciting to be involved in the process.

In respect to institutionalization, we do not want to institutionalize what we have created. I hope what we institutionalize is the notion that continuous change is necessary. We must evaluate, and reevaluate, reconsider and recreate these programs every time we offer them. (Parks, 1993)

REFERENCES

- Advisory Committee for Principal Preparation and Professional Development. (1986). Report on preservice training of principals. Richmond, VA: Virginia Department of Education.
- Alexander, M. D. (1993). Personal interview.
- Alinsky, S. D. (1969). Reveille for radicals. New York: Random House.
- Andrew, L., Parks, D., & Worner, W. (1989). Research on uses and perceived value of diagnostic testing of potential principals. Unpublished.
- Astuto, T. A., Wagoner, J. L., & Yeakey, C. C. (1988). Preparing Virginia school administrators: An analysis of policy options. (Briefing Paper No. 1). Charlottesville: University of Virginia, Virginia Educational Policy Analysis Center.
- Bennis, W. G. (1966). Changing organizations. New York: McGraw Hill.
- Beckhard, R., & Harris, R. T. (1977). Organizational transitions: Managing complex change. Reading, MA: Addison Wesley.
- Berman, P. (1981). Educational change. In R. Lehming & M. Kane (Eds.), Improving schools: Using what we know (pp. 153-186). Beverly Hills, CA: Sage.
- Birnbaum, R. (1992). How academic leadership works. San Francisco: Jossey-Bass.
- Burns, J. M. (1978). Leadership. New York: Harper and Row.

- Callahan, R. E. (1962). Education and the cult of efficiency. Chicago: University of Chicago Press.
- Christianson, D. D. (1982). Changes in higher education: Forces and impacts. In G. M. Hips (Ed.), Effective planned change strategies (pp. 5-19). San Francisco: Jossey-Bass.
- Cobble, M., Lange, L., & Trumbower, D. (1988). [A conception of a school principal]. Unpublished.
- Cobble, M. (1994). Personal interview.
- Cohen, M. D., & March, J. G. (1974). Leadership and ambiguity: The American college president. New York: McGraw-Hill.
- Committee on Restructuring Principal Preparation Programs. (1988). Restructuring principal preparation programs. Richmond, VA: Virginia Department of Education.
- Cooper, B. S., & Boyd, W. L. (1987). The evolution of training for school administrators. In J. Murphy & P. Hallinger (Eds.), Approaches to administrative training in education (pp. 3-27). Albany: State University of New York Press.
- Cottrill, D. (1993). Personal interview.
- Creamer, D. G., & Creamer, E. G. (1986). Applying a model of planned change to program innovation in student affairs. Journal of College Student Personnel, 27(1), 19-25.

- Creamer, E. G., & Creamer, D. G. (1986). The role of leaders and champions in planned change in student affairs. Journal of College Student Personnel, 27(5), 431-438.
- Curcio, J. (1994). Personal interview.
- Danforth Foundation. (1988). The Danforth program for the preparation of school principals. St. Louis, MO: Author.
- Davis, S. J. (1988). Letter to Worner.
- Duke, D. L. (1987). School leadership and instructional leadership. New York: Random House.
- Earthman, G. (1993). Personal interview.
- Earthman, G. (1991). A regional on-site administrator programme from the USA. In P. Ribbons, R. Glatter, T. Simpkins, & L. Watson, (eds.). Developing educational leaders (pp. 242-255). Essex, England: Longman.
- Edgemon, A. W. (1990). Letter to Wayne Worner. Unpublished.
- Elliott, T. A. (1994). Personal interview.
- Elliott, T. A. (1993). Personal interview.
- Elliott, T. A. (1990). Memo to Glen Earthman. Unpublished.
- Foster, W. (1986). Paradigms and promises: Re-viewing administrative theories. Paradigms and promises. Buffalo, NY: Prometheus Books.
- Fullan, M. (1982). The meaning of educational change. New York: Teachers College Press.
- Gordon, D. (1993). Personal interview.

- Gordon, D. (1988). Possible delivery methods. Unpublished.
- Governor's Commission on Excellence in Education. (1986). Excellence in education: A plan for Virginia's future. Richmond, VA: Virginia Department of Education.
- Grosso, D. W. (1988). Letter to Dr. Robert Smith. Unpublished.
- Griffiths, D. E. (1964). The professorship in Educational Administration: Environment. In D. J. Willower & J. Culbertson (Eds.). The professorship in educational administration. Columbus, OH: University Council for Educational Administration.
- Guskey, T. R. (1986). Staff development and the process of teacher change. Educational Researcher, 15(5), 5-12.
- Kanter, R. M. (1983). The change masters. New York: Simon and Schuster.
- Lindquist, J. (1978). Strategies for change. Berkley: Pacific Soundings Press.
- Marshak, R. J. (1993). Managing the metaphors of change. Organizational Dynamics, 22(1), 44-57.
- National Policy Board for Education Administration. (1989). Improving the preparation of school administrators. UCEA Review, XXX(3), 8-15.
- National Commission on Excellence in Educational Administration. (1987). Leaders for America's schools. In D. E. Griffiths, R. T. Stout, & P. B. Forsyth (Eds.), Leaders for America's schools: The report and papers of the national commission on excellence in educational administration.

- Parks, D. J. (1993). Personal interview.
- Parks, D. J. (1990). Presentation overhead. Unpublished.
- Parks, D. J. (1989). [Faculty activity report]. Unpublished.
- Parks, D. J. (1988a). [A conception of the school principal]. Unpublished.
- Parks, D. J. (1988b). [Educational scholar and manager]. Unpublished.
- Parks, D., & Worner, W. (1989). Program orientation memo. Unpublished.
- Parks, D., & Worner, W. (1988). [Objectives for principal preparation program]. Unpublished.
- Review Panel for Restructured Principal Preparation Programs. (1990).
Report and recommendations summary. Unpublished.
- Salmon, R. (1993). Personal interview.
- Schein, E. H. (1993). On dialogue, culture, and organizational learning.
Organizational Dynamics, 22(2), 40-51.
- Schein, E. H. (1969). The mechanisms of planned change. In W. G. Bennis, K. D. Benne, & R. Chin (Eds.), The planning of change (pp. 165-174). New York: Holt, Rinehart and Winston.
- Smith, R. M. (1988). Letter to Donn Gresso. Unpublished.
- Spagnolo, J. A. (1993). Foreword. Licensure regulations for school personnel. Richmond, VA: Virginia Department of Education.
- Spagnolo, J. A. (1990). [Letter to Wayne Worner]. Unpublished.

- Sproull, L., Weiner, S., & Wolf, D. (1978). Organizing an anarchy: Belief, bureaucracy, and politics in the national institute of education. Chicago: The University of Chicago Press.
- Tech Development Group. (1989). [Program for principal preparation: Instructional delivery system]. Unpublished.
- Tech Development Group. (1988a). [Expectations for the performance of effective principals]. Unpublished.
- Tech Development Group. (1988b). [Initial criteria for participation]. Unpublished.
- Tech Development Group. (1988c). August 18, 1988, Meeting agenda. Unpublished.
- Tech Development Group. (1988d). Program for the preparation of principals. Unpublished.
- Viars, T. (1987). Letter to Wayne Worner. Unpublished.
- Viars, T., & Gordon, D. (1988). [A conception of the school principal]. Unpublished.
- Virginia Department of Education. (1984). Teacher certification regulations. Richmond, VA: Author.
- Virginia Department of Education. (1989). Guidelines for restructuring principal preparation programs. Richmond, VA: Author.

- Wagner, J. (1993). Educational research as a full participant: Challenges and opportunities for generating new knowledge. International Journal of Qualitative Studies in Education, 6(1), 3-18.
- Weick, K. E. (1976). Educational organizations as loosely coupled systems. Administrative Science Quarterly, 21, 1-19.
- Worner, W. (1993). Personal interview.
- Worner, W. (1991). Letter to favorite critics. Unpublished.
- Worner, W. (1990). Graphic. Unpublished.
- Worner, W. (1989a). Letter to S. John Davis. Unpublished.
- Worner, W. (1989b, February). Making better principals and making principals better. Unpublished.
- Worner, W. (1989d). Memo to presenters. Unpublished.
- Worner, W. (1988a). Letter to Bob Smith. Unpublished.
- Worner, W. (1988b). Letter to Dr. S. John Davis. Unpublished.
- Worner, W. (1988c, January). Making better principals and making principals better #3. Unpublished.
- Worner, W. (1988d, October). Making better principals and making principals better 2(1). Unpublished.
- Worner, W. (1988e). Memo to program area faculty and full-time graduate students. Unpublished.
- Worner, W. (1988f). Memo to program area faculty. Unpublished.

- Worner, W. (1988g). Review of principal preparation programs: Survey and documents. Blacksburg, VA: Author.
- Worner, W. (1987a, September). Making better principals and making principals better #1. Unpublished.
- Worner, W. (1987b, November). Making better principals and making principals better #2. Unpublished.
- Worner, W., & Earthman, G. (1988). [Miscellaneous Principal Preparation and VCEL Information]. Unpublished memo.
- Worner, W., & Parks, D. J. (1991). Redesigning principal preparation--does anybody really care? A case study. Unpublished.
- Worner, W., Parks, D. J., & Earthman, G. (1990). Responses to review panel report and recommendation summary. Unpublished.

VITA

Albert Camburn

610 Fairview Avenue
Blacksburg, VA 24060
(703) 552-3222

Date of Birth: 1/15/49
Married
One daughter, age eight

Education:

- 1994 Doctor of Education (EdD) in Educational Administration
Virginia Polytechnic Institute and State University,
Blacksburg, Virginia
- 1993 Certificate of Advanced Graduate Studies, Educational
Administration
Virginia Polytechnic Institute and State University,
Blacksburg, Virginia
- 1979 - 1980 Culinary Training
Louisiana Food Service Institute, New Orleans, Louisiana
- 1978 - 1979 Graduate Studies in Educational Administration
University of New Orleans, New Orleans, Louisiana
- 1974 - 1976 Master of Science in Secondary Education
State University College at Buffalo, Buffalo, New York
- 1967 - 1971 Bachelor of Arts in Secondary Education
Saint Bernard College, Cullman, Alabama

Educational Experience:

- 8/91 - Present **Graduate Assistant**
College of Education Virginia Polytechnic and State
University, Educational Administration Program Area
Responsibilities include library research for major
professors; Organizational Planning and logistics for
seminars, workshops, and degree programs on and
off campus; The program area newsletter, AES new
facilities planning design and application;

- 8/90 - 5/91 **Instructor**
 American Cooperative School, La Paz, Bolivia
 Responsibilities included American Literature; English
 Nine; Basic Writing Skills; Speech and Debate
- 8/89 - 6/90 **Lead Teacher for the Alternative Education Program**
 Montgomery County School Board, Christiansburg,
 Virginia
 Responsibilities included assistant program developer;
 teacher and student scheduling; Liaison between
 program and division middle and high schools;
 instructional materials and equipment purchasing
- 1/89 - 6/89 **Substitute Teacher and Test Administrator for Gifted
 Program**
 Montgomery County School Board
- 3/89 - 6/89 **Instructor**
 Operation Rebound, Roanoke City Schools; This was an
 evening program established to bring back recent
 dropouts.
- 8/79 - 12/80 **Instructor**
 St. Bernard High School, St. Bernard, Louisiana
 Responsibilities included Reading, Grade Eight; and
 Gifted and Talented, Grades Eight and Twelve
- 1/77 - 5/79 **Instructor**
 Carver Middle School, New Orleans, Louisiana
 Responsibilities included Language Arts, Grade Seven
 and Discipline Committee Coordinator
- 1975 - 1976 **Instructor**
 Lycee Sher Khan, Kunduz, Afghanistan (Peace Corps)
 Responsibilities included English as a Foreign Language,
 Grades Nine to Twelve; and Assist Afghan
 Instructor with Curriculum Development

1974 - 1975

Instructor

Lincoln Junior High School, Lackawanna, New York
(Teacher Corps)

Responsibilities included Remedial Reading, Grade Seven; English as Second Language, Grades Seven and Eight; and Community Volunteer for Second Language Instruction

1973 - 1974

Instructor

Middle Township High School, Cape May Court House,
New Jersey

Responsibilities included Remedial Reading Grades Nine to Twelve

1972 - 1973

Community Volunteer

Volunteers In Service to America, Birmingham, Alabama

Responsibilities included Basic Studies Instructor, Miles College; Adult Education Instructor, Mott Foundation Community School, Brighton, AL; Community Library Organizer, Brighton, AL; Block Partnership Organizer, Brighton, AL



Albert Camburn