Led to leadership development

The National Leadership Education for School Principals in lower and upper secondary schools in Norway; differences and similarities between the six program provisions

Report 2 from the Evaluation of the National Leadership Education for School Principals

Ingunn Hybertsen Lysø, Bjørn Stensaker, Randi Røthe, Roger Andre Federici, Marit Schei Olsen and Anniken Solem

NIFU

NTNU Samfunnsforskning AS

Led to leadership development

The National Leadership Education for School Principals in lower and upper secondary schools in Norway; differences and similarities between the six program provisions

Report 2 from the Evaluation of the National Leadership Education for School Principals

Ingunn Hybertsen Lysø, Bjørn Stensaker, Randi Røthe, Roger Andre Federici, Marit Schei Olsen and Anniken Solem

Report	2 from the Evaluation of the National Leadership Education for School Principals
Published by	NIFU Nordic Institute for Studies in Innovation, Research and Education
Address	P.O. Box 5183 Majorstuen, N-0302 Oslo. Office address: Wergelandsveien 7, N-0167 Oslo
Translator to English	Daniel Christopher Engen
Order placed by	The Norwegian Directorate for Education and Training
Address	P.O. Box 9359 Grønland, NO-0135 Oslo
Printed	Link Grafisk
Cover photo	Scanpix
ISBN	978-82-7218-943-2

www.nifu.no

Preface

This current report is the second of four reports from the follow-up evaluation of The National Leadership Education for School Principals - an initiative for principals and school leaders in lower and upper secondary schools, started by the Directorate for Education and Training. The evaluation is a cooperation between NIFU and NTNU Social Research for the periode 2010-2014. This report is written by Ingunn Hybertsem Lysø (NTNU Social Research), Marit Schei Olsen (NTNU Social Research) and Anniken Solem (NTNU Social Research). Lysø and Stensaker have had the main responsibility for writing the report, but the researchers have cooperated on both the collection and the analyses of the different data sources. Røthe has contributed particularly with analyses in Chapter 5 concerning the program providers´ intentions (in extension of her Master´s thesis), and Federici, Olsen and Solem have collated quantitative and qualitative material in Chapter 5 concerning participants´ points of view on the program provision. In addition Trude Røsdal (NIFU) and Per Olaf Aamodt (NIFU) have contributed in the data collection and suggestions to the analyses. The authors thank Per Morten Schiefloe from NTNU/NTNU Social Research, Per Olaf Aamodt from NIFU, as well as the Norwegian Directorate for Education and Training for constructive comments to the report.

Trondheim/Oslo, September 2012

NIFU
Sveinung Skule
Director

NTNU Social Research
Bente Aina Ingebrigtsen
Director

Innhold

Summary

This is the second of four reports from the on-going evaluation of the National Leadership Education for School Principals that was initiated by the Directorate for Eduction and Training in 2009. This report seeks to highlight the program provisions that have been created at different educational institutions as part of the national education provision. Today, six institutions in Norway have academic programs within the National Leadership Education for School Principals: The Administrative Research Institute (AFF), the Norwegian Business School BI, Oslo University (UiO), the Unversity College of Oslo and Akershus (HiOA), Bergen University (UiB) and the Norwegian University of Science and Technology (NTNU). This report analyses these academic provisions more closely, and seeks to answer two sets of questions.

- What characterizes the program providers' intentions regarding their own leadership education? What ideas have framed the program provisions and what practices and perspectives are implied in their descriptions of the programs?

- What characterizes the participants´ points of view on the leadership education? What are the expectations of the participants regarding the program, and how do they assess the education´s quality and practical relevance.

The report is built on different data sources. The participants´points of view of the program are collected through different surveys, and through a smaller selection of interviews. A document analysis of the program provisions has been done, as well as a series of interviews with representatives of the program providers.

The main conclusion that can be drawn on the basis of the research questions and the collected data is that the six academic programs are, in part, very different, and various intentions on part of the providers have emerged in terms of how the programs have been shaped educationally speaking. Participants´ experience of the academic programs is nevertheless very positive – regardless of which program they attended. The program´s educational quality and practice relevance are seen as high.

The report highlights four complementary explanations for these results. Firstly, data shows that the intention of the programs largely corresponds with the participants´ own expectations to the leadership education. The program provision is therefore experienced as highly relevant and of good educational quality. Second, it seems the leadership education providers have taken their own

educational approach regarding the organization of the program provision, where one has been able to draw on own experience and accumulated competence in school leadership and leader education. The program providers are perceived as competent suppliers in this field. Third, the variation between programs could be subordinate to the fact that the education provision exists - where this is regarded as an important recognition of the role of the principal and school leader. Lastly, the similarity between the six provisions is explained by the leadership education being an important rally point that meets the school leaders´ need for support and networking. This indicates that the social context seems to be more important than differences in the educational relationship between program provisions.

1 Introduction

1.1 The education of school leaders in Norway

The development of the Norwegian school has had a high political priority during the past decade. In later years the attention has to a large extent been directed towards the significance of school leadership and the importance that lower and upper secondary schools both have a competent and knowledgeable leadership. Not least do we find this argumentation in White Paper No. 31 (2007-2008) "Quality in the School" that established a national leadership education for principals. The establishment of the leadership education can be considered to be an operational continuation of central elements in Knowledge Promotion where it, in White Paper No. 30 (2003-2004), focus on goal and result management, empowerment of the profession, and responsibility and knowledge-based practice of occupation.

Today the role of the principal is regulated in paragraph 9-1 of the Education Act, which states that every school is to have a responsible academic, educational and administrative leadership hereby represented by principals. The Act does however not determine what the content of the academic, educational and administrative leadership actually is, and how this can best be conducted. White Paper No 31 (2007-2008) notes that in Norway, compared to other countries, there are few national requirements with regard to employement to principal positions.

Until recently Norwegian principals have not really had any comprehensive formal leader competence, and there has not been any national provision for school leadership education. There are obviously several Master´s program provisions within educational and school management at various educational institutions. It is noted in White Paper No. 31 (2007-2008) that a part of these programs have a relatively loose connection to practice. The programs are also not tailored for principals, as they do not specifically focus on the development of the leader role. Even though a great number of principals have had supplementary training and continuous education in administration and leadership subjects, the school leader survey from 2005 for example showed that almost 40 percent did not have any formal leadership education. Results from a questionaire in spring 2010 indicated that this share had decreased to about one out of three (Vide & Sandberg 2010).

With this as a starting point the Ministry of Education and Research notified, in White Paper No. 31 (2007-2008), that there would be established a national leadership education for new employees and other principals who lacked such education. It is argued that a change in the leader role in the school requires that the principal has competence and the will to lead, but also that there is an acceptance among the employees that leadership is practiced.

The Ministry of Education and Research had given the Directorate for Education and Training the task of defining the requirements and expectations regarding an educational provision for principals in lower and upper secondary schools, whilst conducting a tender for a national educational provision. It was pointed out that the education should be related to practice, and that it could be part of a more extensive Master´s program within education or school management. The program should correspond to 30 credits within the university/university college system, and have a duration of 1.5 to 2 year spread out in a series of seminars.

After the first tender in 2009 the Norwegian Directorate for Education and Training gave four communities the task of developing and executing the National Leadership Education for School Principals. After an assessment of whether one should increase the education capacity, a new tender was done in 2010, and a further 2 communities entered. The six provisions from autumn 2010 were established at the following educational institutions (in alphabetical order).

- The Administrative Research Institute at the Norwegian School of Economics
- The Norwegian Buisiness School (BI)
- Oslo and Akershus University College (HiOA)
- The Norwegian University of Science and Technology (NTNU)
- University of Bergen (UiB)
- University of Oslo (UiO)

For the period 2010-2014, the Directorate for Education and Training also desired that a follow-up evaluation of the six education provisions that were developed should be started, with a focus on both the quality of the program and effects over time. After the tender in 2010 NIFU, in cooperation with NTNU Social Research, were given the task to conduct this follow-up evaluation.

The first report from the evaluation came in 2011 and had as its main objective to develop a theoretical and analytical framework for the evaluation (Lysø et al. 2011). The first report considers the newly established Norwegian model for leadership education in relation to international practice, not least in relation to research on school leadership and school leader training. The conclusion was that the Norwegian leadership education is very modern and contemporary and has many characteristics that are relatively typical in an international perspective: a relatively strong state control through the establishment of defined goals and standards, the central organization with decentralized program providers, content that emphasizes different areas of expertise and proximity to the school's core assignments, a set of working methods that allow for both theoretical knowledge and skills training in terms of individual development. The leadership education also has a focus on practice oriented management exercises to maintain a diversity of individuals, schools and school communities. Theoretically, the Norwegian model can be said to be relatively eclectic, and rarely tied to a particular theory or direction in leadership research.

This report is the second report in the evaluation, and has as its main purpose to discuss how the leadership education functions in relation to the goals that were formulated by the Directorate for Education and Training. Through a closer description of the six program providers of the National Leadership Education for School Principals's intentions, we will analyse common traits and differences between the program provisions. The following is an account of the topic and issues connected to this second report.

1.2 Topic and theses statement for the report

In autumn 2010 six of the providers of the National Leadership Education for School Principals had started their educational provisions, and therefore in 2012 several classes had gone through the leadership education. It is however too early to say anything about the effect of the National Leadership Education for School Principals on the individual-or organization level, something we will come back to in Report 3 (2013) and the Final report (2014). First and foremost this preliminary report aims at identifying the differences and similarities between the six program provisions of the National Leadership Education for School Principals. The comparison of the program provisions is done in light of both existing knowledge about school leadership, the Directorate for Education and Training's goals and guidelines for the educational provision, and also the participants´expectations and experience of the program they have been tied to.

An analysis of the various program provisions, in light of knowledge about school leader education, is also interesting due to the fact that the educational institutions that offer the education have somewhat different knowledge identities, profiles and traditions when it comes to school leader education and research on school leadership. One of the findings in the first report was that the leadership education can theoretically be seen as eclectic, something that can open for a large extent of variation when it comes to approaches. On the one hand you can expect that the different institutional traits have also maybe hit home in terms of the National Leadership Education for School Principals, and an interesting question is then in which way? On the other hand one can expect that the strong governmental control that was documented in the first report could have influenced both the formation and the execution of the various program provisions, where the degree of variation between the programs could be more limited. A question is then which educational conditions in the National Leadership Education for School Principals may have been standardized across programs, and what implications this has had for the implementation of the programs?

The first report also shows that a practice orientation within leadership research and leadership education is grounded on the reciprocity between theory development, development of leadership and execution of leadership in practice. This opens the way so the providers´ intentions with the education is influenced by the participants´ needs through the execution of the leadership education, namely to adapt the provision to Norwegian school leaders´ daily lives. At the same time it is difficult to imagine an assessment of the educational provision without the participants in the various program having a say. Given the issues tied to the autonomy of the providers that have been brought up above, but also of strong state control, it is of great interest to collect the participants´ assessments of the educational provision they have participated in. This also gives insight into the particpants´prerequisites, and whether the program is adapted to the needs of school leaders.

With this as a starting point we have formulated two sets of research questions to illustrate the leadership education program´s quality:

1. What characterizes the six program providers´ intentions with own leadership education? Which ideas are presented in the tenders, and which practices and perspectives are implied in their descriptions of the programs? (see Chap. 4)

2. What characterizes the participants´views on the leadership education? Which expectations of the participants have to the program, and how do they assess the quality and practical relevance of the education? (see Chap. 5)

Based on the descriptions of the program provisions, both how providers describe themselves and how participants experience the education, we will analyse the differences and similarities that may exist between the six programs. Based on this comparison, we conclude by discussing how the leadership education works based on the formulated goals. Key issues will be how the Directorate for Education and Training´s goals and guidelines with the leadership education is reflected in the various program provisions, but also how any institutional traits have affected each program. Another issue is the manner in which the leadership education is adapted to Norwegian school leaders' abilities and needs. These issues will be discussed in the conclusion chapter.

This has great relevance in relation to how a national leadership education may be continued and what kind of management and form of organization this will have, but also which goals, content and learning platform such a continuation shall be built on. Other central questions in extension of this could be the adaptation of the target group, but also the forms of assessment in relation to participant expectations. The analyses will also be able to contribute with information to the Directorate for Education and Training tied to eventual needs to adjust the existing leadership education, not least in light of the feedback from the participants.

The report is organized into six chapters. Chapter 2 presents a theoretical framework that is the basis for comparing the six program providers. Chapter 3 describes the methodological approach as the basis for the evaluation in general, and the methods that are used specifically to collect the empirical material of this report. Chapter 4 is a descriptive analysis of the program providers´ intentions with own leadership education and Chapter 5 describes the characteristics of participants' expectations and experience of the program provision. The focus will be similarities and differences that may exist between the six programs. In Chapter 6 findings leading to the report's conclusion are summarized.

2 Theoretical Framework

To identify similarities and differences between program provisions, we will in this chapter develop a theoretical framework. As a starting point, we focus on the shift in practice in school leadership and leader training, render the Directorate for Education and Training´s objectives and guidelines for the leadership education, and discuss educational dilemmas and program intentions. This will eventually be discussed in relation to participant expectations by developing a set of indicators based on three perspectives on knowledge and leader development.

2.1 Leadership education in light of the 'practice turn'

In the first report of the evaluation it was emphasized that the new model for the leadership education appears as modern and contemporary in an international perspective. Key developmental tendencies in the international school leader training are amongst other things that we have gone from a strong focus on theory and knowledge acquisition to a stronger orientation towards practice and reflection on knowledge execution. Similarly, leader programs have gone through a development from being theoretically founded to be more operational, with a focus on creating development in the leader in relation to own organization (Reynolds & Vince 2007). This is also connected with leader research moving from having a strong belief in finding a universal form of leadership, to an understanding of leadership as a diverse, relational and complex phenomenon, dependent on situations and contexts (Lumby et al., 2009; Huber 2010, Winkler 2010). Thus, the school leader development has expanded its focus, and one recognizes that there are multiple sources of knowledge that may be relevant to the practice of leadership in schools. Not least we see a shift in terms of that the teaching of leadership is considered a continuous process that must be rooted in the organization that the leader is a part of, where also local and collective knowledge are central. The so-called shift of practice´s understanding of the teaching of leadership also has implications for leadership development. When it comes to developing leaders through leadership programs, Mintzberg (2009:228) advocates what he calls natural development where these points are central:

- Leaders cannot be made in a classroom
- Leadership is learned on the job, promoted by a spectrum of experiences and challenged

- Development programs can help leaders to create meaning from their experiences, though reflection on the person and with colleagues
- To bring back learning to the organization should be a part of this development, to effect the organization.
- Leadership should also be about organizational development, where teams of leaders are expected to work towards changes in the organization.

In light of this shift in practice, the need to balance different types of knowledge in school leader education also surfaces. The theoretical framework we will use to analyse the different program provisions is base on Mintzberg (2009) who makes the point that leadership is about the interaction between science, craft and art, as shown in Figure 1.

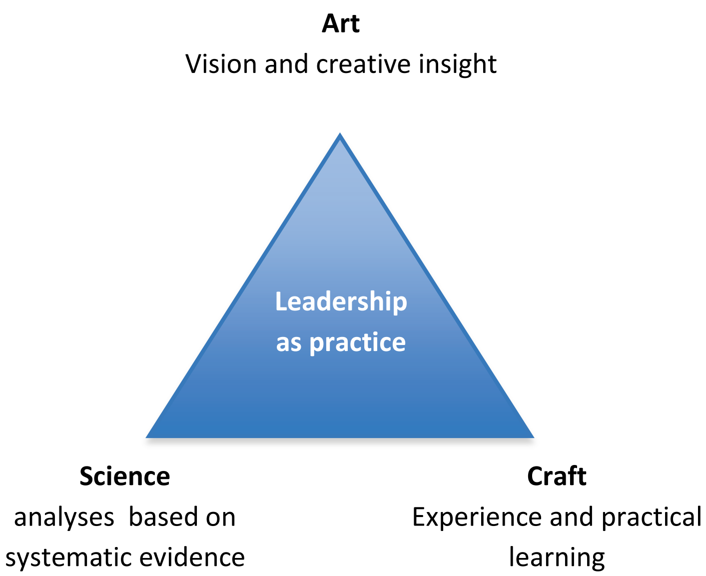

Figure 1 Leadership as practice (Mintzberg 2009)

Mintzberg's model is illustrative of the various dimensions that a modern education for school leaders can be considered to reflect, but provides few clues as to how one can possibly analyse whether a particular education manages to maintain this balance between the various dimensions. To assess how the program works in relation to formulated goals, we question how the Directorate for Education and Training´s objectives and guidelines for a good leadership education are based on this balance.

2.2 The Directorate for Education and Training´s goals and guidelines for leadership education

It was noted in the first report that the Directorate for Education and Training relatively clearly emphasized the increased "confidence in leadership" as the most important factor of the new educational provisions that were in the pipeline, and that this was the primary goal of the program. This was based on the weak tradition of leadership in the sector, and the assumption that school leaders have the need to develop the courage and strength to lead, personal and professional strength to take a stand and assume leadership by developing an identity as a leader. In addition, it is emphasized that leadership involves a greater extent of responsibility, especially considering the formal responsibility for results.

This goal was based on the four qualifications that the education should cover, where greater security is thought to be achieved through the acquisition of knowledge, skills, and attitudes tied to:

- The students´ learning results and learning environment
- Management and administration
- Cooperation and organization building, as well as mentoring of the personnel
- Development and change

How security is to be achieved through these four competence requirements is still not easy to derive, not least since the Directorate for Education and Training also opened up possibilities for local adaptation by the providers of the educational programs. In addition, the Directorate indicated that a wide diversity of teaching methods in the educational programs (seminars/workshops, lectures, literature studies, group work, counseling, training in various skills as well as theoretical work) would be relevant. In the Directorate for Education and Training´s descriptions of what leader education will contribute to, it says that school leaders should be better at exercising leadership in daily life through increased confidence in the leadership role. It is important that principals should take responsibility for both leadership and management, and conduct professional leadership, personnel leadership and administration as an integrated whole. There is little added guidance from the Directorate for Education and Training as to which assessment methods that are to be used to evaluate the participants regarding the aforementioned competence requirements.

2.3 Educational dilemmas and program intentions

A certain amount of local autonomy coupled with a large number of possible methods, and relatively comprehensive competence requirements and objectives, creates a situation where program providers can experience different educational dilemmas in relation to the intentions they have for their own education provisions: to what extent can the providers, in relation to the clearly formulated goal of the education, "find their own way" to reach this goal? Are defined competence requirements so extensive that the realization of the objectives of the education must basically be left to the participants themselves? Is it possible to hammer out an educational practice or an overarching perspective that unites all these considerations, or do the many requirements and the limited time available entail that some knowledge or skills must necessarily be down-prioritized? To what extent is it possible to customize a leader program to participants' needs for development, but also to their participant prerequisites in order to achieve efficacy? What assessment methods, which are also oriented towards participants´ exercise of leadership in daily life, are appropriate for assessing achievement in all areas of competence?

For participants who attend the leadership education various dilemmas will also be identified. The fact that providers have different institutional characteristics, which can reflect a slightly different competence profile and reputation in relation to "school" and "leadership" implies that different participants can direct different expectations to providers, or that they even wish to choose particular providers from what they think these stand for. Providers have used various ways to market themselves with regards to the participants, even though they in theory are a supplier of one and the same educational program. All the participants have however not been able to choose a program freely, since some school owners have made arrangements with certain providers. For many participants, a choice of provider can also be a balancing of pragmatic considerations. Precisely because many participants will have certain expectations of providers, one can assume that these, to some extent, will be able to guide the participants' perception of the quality and relevance of the provision.

If you have different participants who actively seek out or have expectations to specific providers, one will thus end up in a situation where very different educational provisions will be perceived as qualitatively equal - because they may have been in line with expectations in advance. On the other hand, negative reviews of specific educational programs can also be colored by expectations the participants had in advance. Thus an assessment of the educational programs´ quality and relevance is also about whether a correspondence may exist between providers´ intentions with the program and participants' expectations. There is hence a need to develop a framework to identify differences and similarities between the programs.

The idea that the intentions one has concerning the various types of programs can provide different effects, however, is not new. An empirical study by Belling et al. (2004) that was intended to find different factors that inhibited and promoted the transfer from leadership development, showed that in addition to individual characteristics and relationships in the organizational context, the kind of program participants attended was also of importance. The findings indicated that individual characteristics, organizational conditions and the type of program must be seen in context. Typology of programs included in the study was based on providing their position according to the dimensions: approach to teaching and learning (Belling et al., 2004), given in Table 1.

Table 1 Typology of leadership development programs (rendered in Lysø 2010)

	Hard teaching approach	**Soft teaching approach**
Tangible learning orientation	Hard/tangible programs are designed with the intention that managers can acquire specific knowledge and master particular analytical tools and techniques, which they can apply	Soft/tangible programs are more concerned with raising awareness by providing a basic appreciation and understanding of issues, often through sophisticated experimental and simulated operating environments
Intangible learning orientation	Hard/intangible programs translate ideas and information into guidelines, examples of best practice or map competing theoretical perspectives	Soft/intangible programs are designed to help managers learn to think for and develop themselves through reflexive enquiry, where sharing and collective sense-making of personal experiences is encouraged

In contrast to a series of earlier studies on the effects from leadership development, Belling et al. (2004) contribute with insight in that different types of leader programs can be of significance for the effects, and creates a division between teaching and learning. However, the study contributes to a small extent with a theoretical explanation of this, and says little of the relationship between type of leader program and "good" leadership, or whether the program type corresponds to participants´expectations. We will, in what follows, therefore develop a framework to analyse correspondance between program intentions and participants´expectations.

2.4 Program intentions and participant expectations

In the first report we found that the National Leadership Education for School Principals follows international development trends, with a focus on practice-based leadership to maintain a diversity of individuals, schools and school communities. The intention of the National Leadership Education for School Principals is to increase confidence in the leadership role to improve the exercise of practical leadership. A series of empirical studies of leadership development programs, which partly build on the shift in practice within leadership research and partly on criticism of MBA programs, argue for program design that emphasizes experience-based learning, reflective practice and critical reflection (Burgoyne & Reynolds 1997; Mintzberg, 2004a; Blackler & Kennedy, 2004; Gosling & Mintzberg 2006).

Practice-oriented program design for leadership development draws on a number of empirical studies of what practical leadership is and how leaders learn leadership (Watson & Harris 1999; Hill 2003; Mintzberg 2009). To evaluate programs that are based on an understanding of leadership as a diverse, relational and complex phenomenon, dependent on situations and contexts, it is natural to place greater emphasis on charting the participants' views on the question of what a good leader is, how best to learn leadership, and desired benefits from the program.

Such a correspondence between the providers´ intentions and participants' expectations for education can be identified in terms of goals, implementation and results. As for the goals that providers and participants set, the question remains whether the learning intentions of the program are actually consistent with the expectations of the participants of how to become a better leader. What is implicit is also what one thinks leadership should be normatively speaking. Regarding the implementation, it is connected to whether the various program activities for the learning of leadership is consistent with how participants expect that leadership can best be learned. When it comes to the results, the question is what one thinks about the relationship between knowledge and practice, and how this can best be balanced to create the confidence in the leadership role that is demanded.

If we connect this to Mintzberg´s (2009) model of leadership as practice, we can identify three perspectives on knowledge and leadership development that will be used to analyse the programs and participants' expectations. Based on the two sets of research questions that were posed in the introduction to this report, the following indicators are developed to assess the goals, implementation and results. The relationship between research questions, indicators and perspectives on knowledge are described in Table 2.

Table 2 Three perspectives on knowledge and leader development (see Lysø et al. 2011)

Research question	Indicators	Knowledge acquisition (science)	Knowledge exercise (craft)	Knowledge development (art)
What characterizes the six program providers´ intentions with own leadership education? Which ideas are presented in the tender, and which practices and perspective are implied in their descriptions of the programs?	What are the learning intentions of the program? (goals)	Knowledge acquired through cognitive internalization	Reflection on practice through participation in practice community	Development of practice through collective formation of meaning and action processes
	How to design activities for the learning of leadership? (Implementation)	Normative "recipes" on how things should be done in practice based on predefined problems	Descriptions of practice through reflection based on existing problems that are discovered	Local transformative transition processes based on collectively constructed problem and solution
	What is thought about the relationship between knowledge and practice? (The result)	New acquisition of knowledge leads to better practice	New knowledge is based on reflective practice	New local knowledge is practice based and developed collectively
What are the participants´ views on leadership education? What are their expectations to the education and how do they asses the quality and practice relevance of the education?	What is a leader? (Goals)	Practical scientist	Reflected practitioner	Social change actor
	How is leadership learned? (Implementation)	Acquire scientific knowledge about leadership to improve the individual capacity	Reflection on practice and learning through experience with practical problem solving	Collective construction and solution of practical problems to develop new local knowledge
	What is the desired benefit of the activities? (Result)	Added knowledge for later use to improve the organization	Raised awareness of practice knowledge and the ability to reflect	Organizational learning, local changes and innovation.

The purpose of the table is to show the relationship between the research questions that are stated and the evaluation's overarching theoretical framework. Theoretical sources that underlie the three perspectives of knowledge in the table are described in Report 1.

The distinction between knowledge acquisition, knowledge exercise, and knowledge development could probably be relatively simple theoretically, but can cause problems in practice. The indicators that are identified in the table can be difficult to determine empirically in an unambiguous manner within the different perspectives. The shift in practice suggests that we have gone from a strong focus on knowledge acquisition to also focus on the exercise of knowledge in leader education. When it comes to knowledge development, it is interesting to identify whether the program provisions also have educational conditions in the direction of this perspective. As this may be difficult to determine in practice, it is therefore a focus in this report to explore how participants' expectations of the education can best be determined (see Chap. 5).

3 Methodological approach

NIFU and NTNU Social Research have since autumn 2010 collected several types of data on the National Leadership Education for School Principals, and different data sources will be used in this report to say something about *how the leadership education functions in relation to the stated goals (program quality)?*

In this chapter we will first describe the overarching research strategy for the evaluation of central design principles, whilst discussing methodological possibilities and challenges to the follow-up evaluation of the leader education. Then we will give an account of the methods that are used for the collection of data that make up the empirical material to compare provisions. This focuses on describing what characterizes both the six program providers´ intentions concerning the leadership education and participants´ expectations of and assessments of the program they have participated in. The results from the empirical analyses will be presented in chapters four and five, which then form the basis to discuss the National Leadership Education for School Principals in light of differences and similarities between the six programs.

3.1 Overarching research strategy for the evaluation

The research strategy takes into account that the leadership education is in a development phase and is based on a longitudinal design and development-oriented evaluation (Guba & Lincoln, 1989; 2005, Patton 2011). On the basis of this the evaluation has both a formative and summative character (Bloom 1971; Patton 2011), where the aim is both to assess the quality of the program and the results in terms of effects on the individual and organizational level. In the original tender for the evaluation we formulated three main research questions, and their role has been guiding in the choice of strategies for collecting various types of quantitative and qualitative data:

1. By comparing the various program providers, how does the leadership education function in relation to the stated goals? (Program quality)
2. How does participation in the leadership education contribute to improved performance in the job of leader in daily operations? (Result quality)

3. How can evaluation contribute to the improvement and development of "best practices" in the leadership education? (Improvement and development)

This report takes its starting point in the first research question on how the National Leadership Education for School Principals functions in relation to the stated goals. This question forms the starting point for the two sets of research questions that we outlined in the introduction to this report.

Key design principles are triangulation of methods and empirical data through the collection of various qualitative and quantitative data at various points in time (Creswell 1998), where the data set obtained in the same operation will be used in different ways in terms of the report´s focus. Factual and experience-based information from the various stakeholders involved in the National Leadership Education for School Principals will be collected. This approach has support in empirical studies on leader development that also include the participants' perspectives (Antonacopoulou 1999, 2001).

Another design principle is the link between the overarching research strategy and existing knowledge about leadership research and leader development. The evaluation seeks to account for modern leadership research’s movement from having a strong belief in finding a universal form of leadership, to an understanding of leadership as a diverse, relational and complex phenomenon, dependent on the situations and contexts (Lumby et al. 2009, Huber, 2010; Winkler 2010). When it comes to what effective leaders are, what leadership efficiency is all about and how this can be assessed, Mintzberg selects some basic assumptions that account for modern leadership research (see Lysø et al. 2011). This means that leader development must also have an organizational perspective attached to it, which is drawn in through the third perspective called knowledge (see Table 2). The fact that leadership development is not (just) about developing leaders through the acquisition of knowledge and knowledge exercise, but also about developing organizations on the whole, will therefore have implications on how one can evaluate leadership education programs.

The National Leadership Education for School Principals can be considered as what Patton (2010) refers to as a complex social system that is characterized by a large number of interactive elements and actors that are in a mutually dependent relationship. A final design principle will be to assess the national education from different perspectives through various data sources to better maintain this complexity. Before we account for the methods used to collect quantitative and qualitative data that constitute the empirical material, we will discuss some methodological possibilities and challenges of the evaluation.

3.1.1 Methodological possibilities and challenges

Evaluation of leader education must be seen in relation to that the knowledge of school leadership, knowledge of leader education and leadership in practice are mutually constitutive. So far no research on leader development has found a simple way to gauge investments in such initiatives and the venture’s results, and the research results that exist are not unequivocal beyond the fact that the participants in such programs are for the most part satisfied (Lysø 2010). However, it can be argued that research on leader development within what Mabey (2012) describes as a functionalist discourse, may have helped to create unrealistic expectations that the leader’s individual learning through participation in leader development programs can have an impact on a company's results. Examples of this are that those who organize and provide leadership programs also tend to be those who initiate evaluations and other attempts to demonstrate empirical connections between programs and organizational results. Other examples are that changes in leader practice, as expected after participation in the leadership education, also appears to be based on the assumption that it is possible for leaders to transfer the knowledge gained in the program to change leader practices. Lysø (2010) argues that this expectation is based on a simplified view on what both the learning of leadership is all about, how to measure the effects methodically, and not to mention how changes in organizations take place. This is confirmed by Mabey (2012) who shows that most of this research on leadership development, either conceptually or empirically, is based on a number of functionalist assumptions.

Corresponding assumptions also exist in research on school leadership, which has implications for what it is possible to assess and how this can help to create expectations about the effects. Given that the stated primary purpose of the National Leadership Education for School Principals is the improvement of student learning, reference is made here to the first report where the relationship between school leadership and student performance was critically examined. A paradox that Leithwood et al. (2010) point out, is that principals and school leaders often have the most control over factors that mean relatively little for students´ learning, while they have the least control over the factors that matter most for students´ learning (among others factors such as socio-economic background). Another paradox is that although there is a relatively large amount of theories on school leadership, it seems this diversity is contrasted by empirical research that to a far greater extent narrows the conditions for "good" school leadership in practice (see, for example, Leithwood et al. 2010:27-28 Robinson 2009:39). The closest we seem to get is that the closer school leaders operate in relation to the core business, the greater the opportunity to influence student learning. It can be argued that research on school leaders knows what works in practice, but that research has greater difficulty in explaining this in theoretically. The research can also help here to create expectations about what "good" school leadership is in practice and how this is created, and assumptions about the relationship between the development of school leadership and student learning is largely characterized by a functionalist discourse (Mabey 2012).

This however does not mean that leader programs have no effect or that the evaluation of the effects is impossible, but it is important to reflect on the opportunities and challenges of selected methodological and theoretical approaches in the evaluation, and awareness that this can also help to create expectations about the effects. The challenge for the evaluation is thus to balance the ambition of developing theoretical knowledge of practical importance for both the Directorate for Education and Training and school owners who create the demand, and for program providers as suppliers of the leadership education. A key objective of the evaluation is that the findings and analyses produced during the process can provide a basis for modifying and developing the program. However, the evaluation can easily become an integral part of the National Leadership Education for School Principals, which can lead to methodological problems when it comes to identifying the effects of education at a later date. Also, a (too) strong formative link to the program can contribute to constructing a "school reality" in such a manner that the significance of the leadership education may be overestimated. In addition to helping create an expectation of certain kinds of effects, there might be a danger of creating a notion of success without Norwegian schools improving.

The evaluation should exercise methodological flexibility that enables the incorporation of new knowledge during the process (Patton 2011). This means that one not only has a focus on the objectives (and the expected effects of the program) as outlined by the Directorate for Education and

Training, but also maps the changes and that one is open to other and more unintended effects that can be traced to the leadership education in retrospect. Additionally, one seeks to maintain this through oral reports from the evaluation for the Directorate for Education and Training and program providers with subsequent discussions around key findings and questions.

A key objective of the follow-up evaluation is greater insight into the relationship between the way the program is designed and conducted, and results from the program on the individual and organizational levels in the last stage of the evaluation. The comparisons of the six different program provisions in this report will form a basis for assessing if the potential effects of participation in the leadership education on the individual and organizational levels can be traced back to how the various providers have educationally aligned their programs.

3.2 Methods for collection and analysis of data from the providers

The empirical material of the six program provisions include both written information, oral presentations and reflections obtained through a series of meetings and activities in the period September 2010 to September 2012. In the following we will explain how the collection and analysis of this material was conducted.

Written information was collected from the six tenders that the providers prepared in conjunction with the Directorate for Education and Training's announcement of tender competitions in 2009 and 2010, but also updated documents from the six providers in September 2012. The documents include general descriptions of the program, plans with an overview of topics for study seminars, curriculum lists and required assignments that are sent to the participants. The written material is supplemented by open websites and marketing materials from providers. In addition, the providers' own internal evaluations. have been sent to the researchers.

The empirical material consists especially of information obtained through two rounds of meetings with the six program providers, conducted in autumn 2010 and spring 2012. In the first round 2-5 people from each provider participated, while 3-8 people participated in the second round, where providers were also encouraged to bring administrators and key teachers. In the first round none of the program providers brought their partners from the consulting/competence community, but these were present in two of the six meetings in the second round. Notes were taken from the meetings in both rounds, and the majority of the interviews were recorded on tape and summaries of these were made. Most meetings in both rounds were conducted by the providers´ educational institutions, with the exception of a few that were conducted externally for practical reasons.

The first round of meetings was conducted in conjunction with the start of the evaluation, where researchers met with the leaders of each of the program providers. The meetings were conducted as group interviews with an exploratory approach. The purpose of the meetings was to gather information about each educational provision beyond the tenders and written material, but also to clarify further data collection. The aim was to obtain the providers' intentions and ideas in the initial phase and they reflected on various educational conditions and dilemmas in developing educational provisions with regards to the Directorate for Education and Training's objectives and guidelines. The focus was also on past experience with (school) leader education, and the perspectives and practices they brought into the development of the leadership education. Providers were also asked to reflect on their own educational programs in light of Mintzberg's model of leadership as practice. Four of the six providers had already at this point completed one class, so these meetings included the experiences gained so far and any changes based on this.

In extension of this the researchers participated in a study seminarseminar from each program provider, and observed parts of seminar 2 for class 2010/2011. Observation of study seminars is very demanding on resources in terms of the limited data this provides given the evaluation’s focus. However, this has helped to create a more comprehensive understanding of the way the educational provisions were carried out, and notes are used as a supplement to the interviews. In connection with participation in the seminars the researchers also informed both providers and participants about the participant survey that was tailored for the evaluation, and a school case study was recruited from the various providers. How empirical data from the survey and school case study is used in this report is described later in this chapter.

The second round of meetings was conducted from January to May 2012. The purpose of these meetings was to gather information about the provisions after the completion of several classes, and see changes to the program based on the experiences so far. The focus was also on educational provisions in terms of participants' prerequisites and links to the school owner. Further insight into the providers' ideas, practices and perspectives were obtained through a group interview. Here providers were asked to reflect on what they sought to change and develop in the participants, the schools and school owners with their educational program (theory of change), and the activities they carry out in their own provision that could contribute to this (practice theory).

In addition, the researchers attended several meetings organized by the Directorate for Education and Training where leaders of the six program providers meet to report the status of implementation and sharing of experiences. The meetings have been characterized as dialogue sessions, where the Directorate for Education and Training and program providers have informed about the implementation of the education, and researchers have reported on the evaluation. The providers´ presentations about their own program from these meetings and notes from the meetings supplement the empirical material.

Empirical analyses of the data have been carried out in two phases. In the first phase, the various types of data sources have been systematically analysed separately, and in the second phase the analyses of data sources are compiled into descriptions of each program provision. The analyses of the six tenders were carried out from categories based on the Directorate for Education and Training's requirements and guidelines in the tender invitation for 2009 and 2010. The categories that were developed were views on leadership, educational platform/work method, link to the school owner, and link to the Knowledge Promotion Reform and evaluation. However, the tender invitation to a small extent defines any desired leadership theory or specific educational platform, but emphasizes the practical relevance of creating confidence in the leadership role. When it comes to the Directorate for Education and Training's requirements for evaluation, it appeared somewhat unclear whether this referred to forms of assessment (participants' performance) and/or evaluation of the program (feedback from the participants). This is reflected in the providers´ somewhat different interpretations of this, so the category evaluation was divided into these two categories in the analysis.

The empirical analysis of data collected in the two rounds of meetings / group interviews with the six providers takes its starting point in the categories organization, objectives, content and learning methods that were used in the first report (Lysø et al. 2011), and in addition we include the categories work requirements and assessment. The analysis of the interviews was then supplemented with the other material that we have collected in the form of documents sent from providers and notes from participation in various activities.

Overall, the various activities of the evaluation in the period 2010-2012 have given the clear access to various types of written information, oral presentations and reflections from providers. This forms the empirical data that will be used to describe the six provisions in Chapter 4 concerning the program providers´ intentions and practices. The following is a account of methods for collection and analysis of data from participants, which is the focus of Chapter 5.

3.3 Methods for collection and analysis of empirical data from participants

In the collection of data about the National Leadership Education for School Principals from participants, we used both quantitative and qualitative methods. Before we describe the collection and analysis of data with qualitative methods, we will in the following describe the collection and analysis of data using quantitative methods that make up the bulk of the empirical material from the participants. Based on information about the leadership education, in combination with existing question batteries, we have developed a tailored participant survey for measuring the effects of the educational program. This is combined with the collection of qualitative participant interviews with principals in connection with case studies of selected schools. In addition to the questionnaire and interviews, participants also answered internal evaluations from the providers after each session or upon completion of the education. The six providers have conducted this in different ways, so it is difficult to collate information beyond describing trends and patterns in the feedback from the participants. Data from the internal evaluations will only be used to supplement the empirical analysis of the participants' experience in Chapter 5.

3.3.1 Quantitative participant survey

The quantitative approach in the evaluation was mainly implemented to investigate the effects of the leadership education (longitudinal design) over time. This type of design is characterized by repeated measurements over a longer period of time and has often intended to describe stability and change (Ringdal, 2007). Based on a longitudinal design, participants in the leadership education are encouraged to fill out two questionnaires related to education, one at the start and one after completing the education. This is referred to as a pre-post test design (Gall, Gall & Borg, 2007). In addition to examining the effects of the leadership education over time, the survey focused on uncovering participants' expectations of the education and their assessment of this.

We will here say something about how the survey on the whole is positioned in the evaluation, but also how it is positioned in relation to the program quality and performance quality. One of the purposes of the evaluation is to develop knowledge about the connections between the two focus areas. This report focuses on program quality as illustrated in Figure 2.

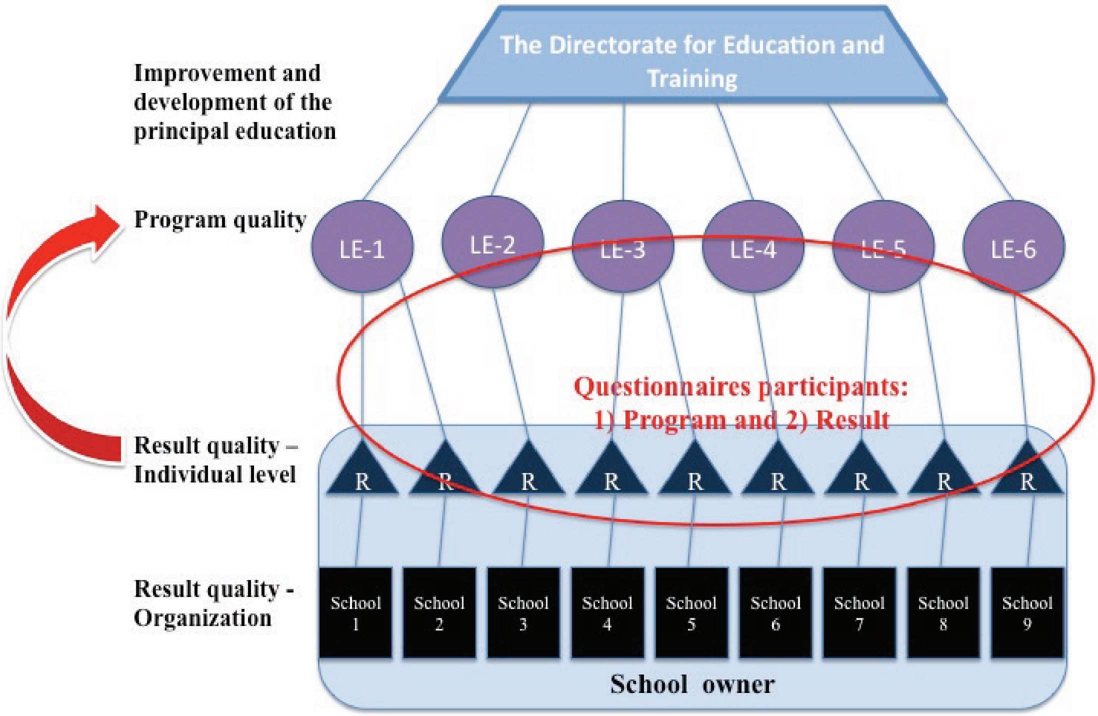

Figure 2 Quantitative approach: Focus area program quality

The figure illustrates the six program providers´ leader educations (LE), and the arrow shows the focus of this report's use of data from the participant survey. To later assess the effects on the individual and organization levels, the arrow will point in the opposite direction to explore whether possible effects in the form of participants´ experience of change can be ascribed participation in a specific program.

Population, selection and data collection.

The population is well defined and consists of all participants in the leadership education program. Because all participants were encouraged to participate in the survey the selection equals the population. To get in touch with the population, the various program providers were asked to submit their respective participant lists to the evaluation group. This information was then fed into the Select Survey[1], a web-based system for electronic data collection. The individual participant's e-mail was used when the questionnaire had been distributed. Select Survey is compiled so that it detects which respondents reply and sends automatic reminders in the absence of a reply.

The evaluation based on the participant survey is not closed at this time. Respondents in the present report therefore consist of participants who started in autumn 2010 (Henceforth referred to as Class

[1] The service is purchased from NTNU who administers the system

1) and fall 2011 (Henceforth referred to as Class 2)[2]. Both Class 1 and 2 have answered the pre-test, but only Class 1 has answered the post-test at the present time. Table 3 lists the number of participants, date of distribution, number of reminders, the number of responses and percentage of response.

Table 3 Overview of selection distributed by pre-and post- test by class

Class	Number of participants	Time	Reminders	Number of answers	Percent
Pre-test					
Class 1	334	21.02.11	3	317	94.9
Class 2	397	01.12.11	3	326	82.1
Post-test					
Class 1	334	29.05.12	3	202	60.5

Note: In subsequent analyses Class 1 and 2´s scores on the pre-test are combined.

There are six different providers of the principal program that offer different course capacities. Table 4 shows the number of participants and answers distributed among program providers. The given number of participants is based on lists sent from the providers. Because of late sign-up and attrition the numbers deviate somewhat from the actual number of participants.

Table 4 Overview population and selection distributed by program provider

	Pre-test				Post-test	
	Class 1		Class 2		Class 1	
Class	**Participants**	**Answers**	**Participants**	**Answers**	**Participants**	**Answers**
AFF	12	11	24	21	12	6
BI	140	118	119	101	140	61
HiOA	49	42	62	56	49	22
NTNU	61	57	69	52	61	39
UiO	60	60	70	41	60	28
UiB	27	21	30	30	27	11

Note: Total number of participants deviates somewhat from Table 3.

The tables show that the response percentages on the pre-tests are satisfactory. Number of respondents in the post-test is somewhat lower, but still over 60 percent. Theoretically, the response percentage is considered satisfactory (Babbie, 2004; Gall, et al., 2007), but caution should still be exercised in relation to generalization in terms of representativeness of the selection. There may be several reasons why participants fail to respond. One known cause that has affected the response

[2] The evaluation refers to the class with participants in the period 2010/2011 as Class 1, but for the four providers who started up in 2009 this will actually be their Class 2.

percentage is that a number of participants have, for various reasons, left the principal equcation program before completion. Other causes may be the size of the questionnaires, which are relatively comprehensive in terms of the number of questions the participants have to consider. This also causes some attrition in the two responses.

Instruments

The questionnaires focused on expectations of the education, evaluation of the education and reflections on the role as leader. In addition, questions about background information are asked. In connection with the preparation of the questionnaires both established tools (e.g Dimensions of the Learning Organization Questionnaire DLOQ, Watkins & Marsick, 1997, Utrecht Work Engagement Scale Uwe, Schaufeli & Bakker, 2004, The Norwegian Principal Self-Efficacy Scale NPSES, Federici & Skaalvik, 2011, 2012) and new tools, that are tailored and customized to this field of research, were used. The work to develop the surveys has also taken its starting point in the competence requirements model as the basis for the National Leadership Education for School Principals, but also the theoretical approach that we have described in the first report.

To get robust results, whilst increasing reliability and validity, the new instruments were largely developed in mind for creating composite objectives. Composite objectives consist of questions that measure the latent concepts that are difficult to gauge through individual questions. A composite objective is often called a scale and consists of indicators where respondents´ answers to the questions are assumed to be created or caused by a latent variable (such as motivation) (Ringdal, 2007).

The questions concerning expectations of the education were developed specifically for the evaluation. *Expectations of the program* consisted of two main dimensions, each composed of thirteen questions (see Appendix A). The first dimension focused on concrete assignments. Examples of questions are: "To what extent do you expect the ongoing education will make you more able to perform work such as administrative assignments (such as reporting, scheduling)?" The second dimension was increasingly individual-oriented in terms of change and development. Examples of questions are: "To what extent do you expect the ongoing education to enable you to better utilize previous experience?" Respondents were asked about expressing degree on a scale of 1-5, where the various numbers on the scale accounted for: a very small extent, to a limited extent, to some extent, to a great extent, to a very great extent.

The claims[3] concerning assessment of education were also developed specifically for the evaluation. *Evaluation of education* consisted of seven claims and focused on among others practice relevance, the educational quality and practical implementation (see Appendix B). Examples of two questions are, "The education was relevant to my work as school leader" and "The education gave me inspiration for future work at my school." The respondents were asked to express degree of agreement on a scale of 1-6, where the various numbers on the scale represented: completely disagree, somewhat disagree, disagree a little, agree a little, somewhat agree, completely agree.

[3] Inspiration for several of the claims is collected from the program providers´ own internal evaluations.

Factor analyses and reliability

To investigate to what extent the questions and statements about *expectations and assessment of the education* could represent composite measures, we used a statistical analysis called exploratory factor analysis (see Pallant, 2010; Ringdal, 2007; Tabachnick & Fidell, 2007). Such an analysis is used when one wants to examine the relationships between the variables and reduce them to fewer factors or components that are moderately or greatly correlated with each other. There is correlation between the measured variables that is the basis for this factor analysis.

The procedure begins by starting with a larger number of variables. Through intercorrelating the relevant variables and successively rotating the axes that the lines of regression refer to, one can crystallize the basic latent hypothetical factors. The factors render a mathematical expression of that which is common to the different variables (Gall et al., 2007; Tabachnick & Fidell, 2007). It is a goal that the factors should have minimal overlap and that each variable charges on a factor. Values less than .40 on other factors are considered acceptable (Tabachnick & Fidell, 2007).

To investigate the composite objectives´ internal consistency an analysis of the reliability was conducted. The internal consistency is examined by calculating Cronbach's Alpha. This coefficient is calculated based on the average of all items´ split-half correlations it is possible to make (Pallant, 2010; Tabachnick & Fidell, 2007). The alpha value expresses the average value of all intercorrelations. The scale should as a rule have a value of over .70 (Tabachnick & Fidell, 2007). Questions about expectations for the leadership education were the subject of the exploratory factor analysis[4]. Because these questions consisted of two main dimensions two separate analyses were therefore conducted. The results from the first dimension based on questions regarding concrete assignments are shown in Table 5.

[4] All factor analyses use the Principal Components Analysis (PCA) with Varimax Rotation

Table 5 Factor analysis of first dimension: expectations of the education.

	Factors		
[5]Variable	(1) Administrative	(2) Educational	(3) Relational
Finance, accounting, and budget work	.825		
Administrative assignments	.797		
Responsibility and maintenance of physical frames	.669		
Personnel issues (non-educational)	.590		
Overview of laws and regulations	.446		
Follow-up of the school's results		.761	
Educational development work		.725	
Educational guidance of teachers		.691	
The teachers´ competence development		.603	
Parent contact			.853
Student related cases			.835
Contact with the school owner			.473
External contact with the local community			.473
Cronbach´s Alpha	.749	.726	.735

Note: Factor charges below 0.40 are not shown. The questions are abbreviated (Appendix A: The questions in their entirety).

The table shows that the overarching dimention that concerns the concrete tasks makes up three factors that individually can represent underlying composite goals. Note that even though that the explosive factor analysis shows that the variables make up three independent factors, an assessment based on theory and common sense must be made. Factors that show up in this analysis group variables that concern the same thematic are and it is therefore legitimate to treat these as composite goals. The headlines that are given to each factor sums up what they are about. Furthermore the results show that the three composite goals have an alpha value higher than 0.72. This shows that they have a satisfying reliable goal as Cronbach´s Alpha.

The overarching individual-oriented dimension (see 5.3.1) was also subject to an explosive factor analysis. The results from the analysis are shown in Table 6.

[5] All factor analyses use the Principal Components Analysis (PCA) with Varimax Rotation

Table 6 Factor analysis of the second dimension: expectations to the education

[a]Variable	Factors (1) Leadership	(2) Practical relevence	(3) Formulate	(4) Limits
Become a more clear leader	.798			
Develop a stronger leader identity	.763			
Become more secure in the leader role	.732			
Change leader style	.667			
To become a more reflected practitioner	.492	(.425)		
To better utilize research and theory		.830		
To better use prior experience		.661		
Better understanding of education politics		.628		
Develop written ability of expression			.806	
To learn the leader language			.749	
To better use intuition and gut feeling			.598	
Setting time limits				.867
Setting limits on content				.852
Cronbach's Alpha	.818	.679	.704	.817

Note: Factor charges below 0.40 are not shown. The questions are abbreviated (Appendix A: The question in their entirety)

The table shows that the individual-oriented dimension of expectations for the education comprises four factors, each of which can represent the underlying composite objectives. Note that the variable "to become a more reflective practitioner" charges at .40 on Factor 2. Because reliability is satisfactory, and the variables charge highest on Factor 1, they will kept there. This can also be supported by a content-related analysis. The results further show that the four composite goals have a satisfactory alpha value, despite Factor 2 being on the borderline.

Participants' assessments of the education were also subjected to exploratory factor analysis. Preliminary analyses showed that the question "mood among participants was good" (see Appendix B) stood out from the others. This claim was therefore removed. The results from the final analysis are shown in Table 7.

Table 7 Factor analysis of assessment of the education.

	Factors	
[a]**Variable**	**(1) Practice relevance**	**(2) Educational quality**
The education gave me more inspiration	.877	
The education was related to practice	.854	
The education was relevant for my work	.773	(.441)
The lecturers were engaging		.894
The educational quality was good		.854
Satisfied with the practical implementation	(.444)	.727
Cronbach's Alpha	.886	.888

Note: Factor charges below 0.40 are not shown. The questions are abbreviated (Appendix B: The question in their entirety).

The table shows that the claims regarding the evaluation of education constitute two factors, each of which can represent underlying composite goals. Two of the variables charge over .40 on the other factors. The factors that are kept are done so due to that reliability is satisfactory and the variables charge highest on the factor where they are most contextually affiliated. The results show that the two composite goals have an alpha value greater than .88. They thus have a satisfactory reliability goal as Cronbach's Alpha.

The results of the analyses of participants' expectations of whether the education will enable them to perform various assignments and contribute to individual development, as well as their assessment of educational quality and practice relevance, will be presented in Chapter 5. Results are based on quantitative analyses supplemented with qualitative data.

3.3.2 Qualitative participant interviews

The qualitative approach in the evaluation was, much like the quantitative approach, mainly implemented to investigate the effects of the leadership education program (longitudinal design) over time. The design has as its purpose to describe the stability and change, and in that instance the focus has been on the participants´ descriptions of own leader practice. How the case studies are positioned in the evaluation is illustrated in Figure 3.

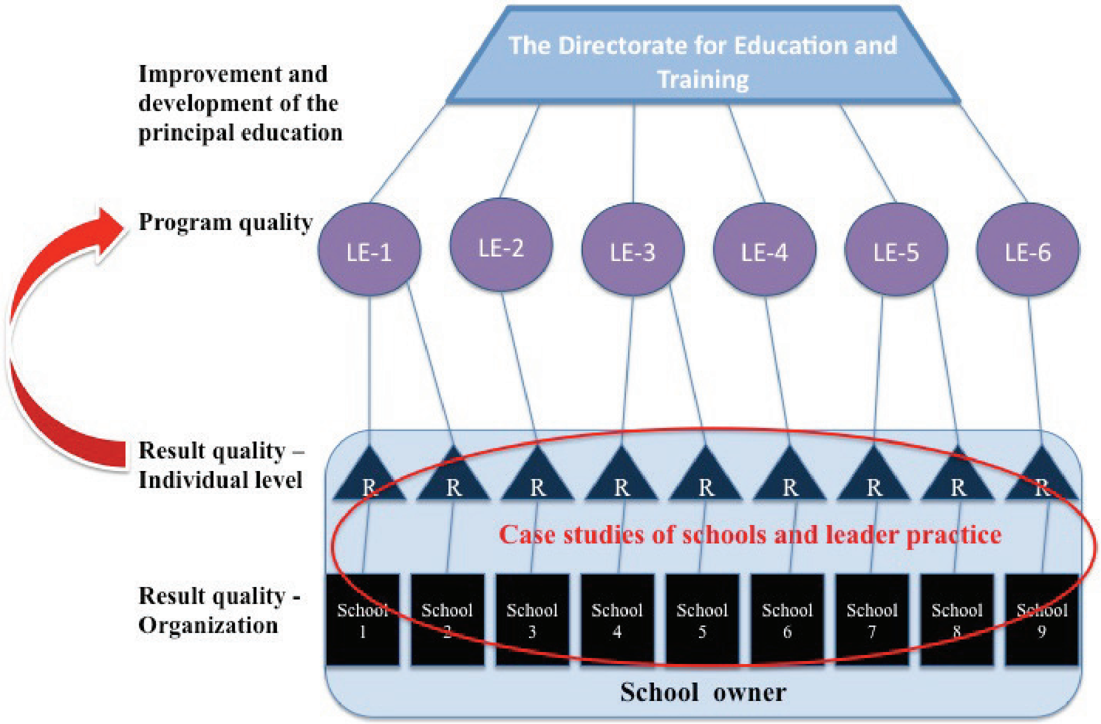

Figure 3 Qualitiative approach: focus area program quality

The figure illustrates the six program providers´ leader educations (LE), and the arrow shows the focus of this report´s application of data from the case studies. To later assess the effects on the individual and organisational levels, the arrow will point in the opposite direction in order to explore whether potential effects in the form of changes in leader practice at the schools can be ascribed participation in a specific program.

Selection and data collection

In conjunction with the completion of the first round of case studies in 12 selected schools, interviews were conducted with school leaders who participated in the leadership education in the class that started in 2010. The selection of schools for case studies is strategically based on differences in aspects such as size and type of school, but also in the sense that all six program provisions are represented. The main purpose of the case studies is to describe the leader practices of the schools based on a framework of organizational learning, in order to analyse changes over time and whether this may be traced back to the school leader's participation in the principal program. Interviews were conducted from March 2011 to September 2012 in connection with the visits to the principals´ schools, while a few were conducted by telephone. Notes from the interviews were taken, and the vast majority of the interviews were recorded on tape and written summaries were made.

In the interviews the principal, and any other school leaders who attended the leadership education, was in addition asked about their experience of the program they attended. The interviews were conducted after the participants were already well underway with the program, so there were also follow-up interviews via telephone with some of the principals in order to get their views after completing the education. The interviews had an open and exploratory approach, and the preliminary questions on this topic were: *What were your expectations regarding the program?* and *What do you think about the quality of the program?* The principals went on to tell more about what they had on their mind, such as challenges, suggestions for improvement, what they had applied from the program at the school so far, or reflections on their own learning processes.

All interviews were recorded on audio recorder, and written summaries were made. The analyses were carried out from the categories expectations and assessment of the program provision they had attended with the intention of finding patterns and trends. The interview material is mainly used to complement the quantitative analyses of the participants' views on the program.

4 The program providers´ intentions and practices

In this chapter we will describe what characterizes the program providers´ intentions with own education. The focus will be on describing those ideas that the program providers presented in the tenders, and on the practices and perspectives that are implied in the providers´ own descriptions of the programs after the education has started. This will be done through an account of differences and similarities in educational conditions in the programs, which make up the foundation for an analysis of the relationship between the providers´ intentions and participants´ views on the programs. The descriptions of the provisions are focused on how both national goals and guidelines, the providers´ institutional characteristics, but also adaptation to the participants´ needs, affect the programs. The providers´ connection with the school owner will also be described with the framework conditions this creates for participation in the leadership education in mind.

4.1 Characteristics of the program providers

The description of program providers´ characteristics is based on the overview that was presented in the first report (Table 4 p.48 in Lysø et al. 2011), regarding the six providers and their partners from both the higher education sector and consultant-/competence communities. Although the program providers have different knowledge-related identities, profiles and traditions when it comes to (school) leader education, we do not find that this is particularly visible in the tenders. Providers describe themselves here as having a more focused view on the organization of cooperative constellations and educational platforms, which is also requested in the tender invitation. In the interview rounds it becomes clearer that providers with experience in schools and teacher education focus more on the school's mandate and role in society than the others. The description is structured based on alphabetical order: AFF, BI, HiOA, NTNU, UiB and UiO

Administrative Research Institute (AFF) is the private operator in Norway that has the longest tradition of leadership development for leaders at various levels in the private sector, and eventually the public sector. They have extensive experience in offering open programs with participants from different organizations, but have also offered an increasing number of programs that are tailored for a business or sector. The program they offer in conjunction with the leadership education is an example of this and it is the first time AFF organizes a sector specific program for school leaders. They cooperate closely with the Norwegian School of Economics (NHH), both in order to give student credit and to involve lecturers and mentors on assignments. When it comes to partners, AFF has an agreement with the company Læringslaben AS. In addition, they insert external lecturers from the higher education sector on certain topics without naming any particular educational institution. On the basis of their own knowledge-based identity AFF is the only one of the six providers that maintains their own skills training. AFF themselves however have no Master's program in education management.

The Norwegian Business School (BI) has extensive experience in leader education at various levels, and has since 2002 been offering education management in their Master's program which the participants can apply to. The first provision within school leadership was developed in cooperation with Oslo municipality on the basis of the need for school leadership education that was adapted to the challenges of the Oslo schools. Eventually they also offered this education in other parts of the country. Today BI offers a leadership education in Oslo, Kristiansand, Haugesund and Stavanger. In order to maintain skills training, BI cooperates with the businesses Ledelse og Organisasjon og Vekst AS. Like AFF they have an agreement with Læringslaben AS, and draw in external lecturers on individual topics. When it comes to partners in the higher education sector they name the Department of Social Economics at NTNU, the Department of Education at the University of Stockholm and the Faculty for Education. The Leadership education at Uppsala University was also a partner at the start of the program.

The University Colleges of Oslo and Akershus (HiOA) merged in 2011, and the education they offer is organized at Oslo University College, Department of Education. The college has extensive experience with both teacher education and teacher education with an emphasis on finance and administration. They also have a Master's program in education management. In connection with the leadership education a consortium called the Leadership education East (RØST) was created, which is established in cooperation with educational communities at Oslo University, Hedmark University College and Karlstad University. They also bring in lecturers from different departments of the University. In order to address skills training, the foundation IMTEC has been included as a partner. To begin with the workshops were, in rotation, held at the various institutions, but they have gradually started to conduct the workshops in hotels outside Oslo. HiOA say that they have spent much time on the creation of the consortium, which builds the team that implements the education.

The leadership education at **NTNU** is organized by the Program for Teacher Education (PLU) and has extensive experience in teacher education, but also has, since 2002, offered a Master's program in education management. In connection with the establishment of the leadership education, also called the principal school north of Dovre, they entered into a partnership with educational environments at the Tromsø University, Nordland University, and University Colleges of Nord-Trøndelag, Sør-Trøndelag and Volda. In order to address skill training, they have partnered with the companies FAVEO project leadership (Trondheim) and Business Competence (Tromsø). The education is conducted in Trondheim and Tromsø. NTNU has also spent some time on team building and FAVEO has facilitated what they call a 'course in the course'.

Leadership education at **Bergen University** (UiB) is organized by the Faculty of Psychology, but rooted in the higher education network west - collaboration between the university and colleges that existed independently of the leadership education, but that gives guidelines to the organization.

Affiliates are the University College of Sogn and Fjordane, University College of Bergen, University College of Stord / Haugesund and Norwegian Teacher Academy, who all have extensive experience in providing education for teachers. The legitimacy of the provision is thus spread across several institutions and this network gives participants the opportunity to continue on a Master´s program at several of these institutions. Skills training is maintained by the company PricewaterhouseCoopers AS (PWC). UiB has offered leadership education that is conducted at a hotel in Bergen, but currently also offer an education program in Førde.

Oslo University (UiO) have organized their leadership education at the Department of Teacher Education and School Research (ILS), which has extensive experience in leader training in schools and have offered school leader education at the Master´s level since 2003. Partners in other communities at UiO like the Education Research Institute (PFI), the Department of Political Science and Research and Competence Network for IT in Education (ITU), and the provision thus appears to be firmly rooted in the institution. They also bring in external lecturers on individual topics, and have for example an agreement with the company Juridiske Kurs og Konferanser AS. The company *Resultatorientert Utvikling AS* is hired to take responsibility for skills training. The education is conducted in the University's own premises at Blindern.

The Directorate for Education and Training have pointed out that the leadership education of 30 credits must be included in a more comprehensive Master's program in education and school management. Here we find differences between providers in terms of participants' future academic opportunities. All institutions except AFF have their own Master’s programs, and some also have agreements with partners so that participants have more choices. Table 8 shows the number of Master's programs participants can apply to after the leadership education.

Table 8 Number of Master’s programs distributed by program provider

Provider	AFF	BI	HiOA	NTNU	UiB	UiO
Number of programs	1	1	7+	4+	5	1+

Initially it is not a given that participants who have graduated from a provider´s leadership education is qualified to apply to a Master´s program hosted by another provider. But HiO, for example, has an agreement at UiO, and AFF has an agreement with NHH.

4.2 Educational conditions in the program provisions

In the first report the leadership education was compared to national provisions in England, Denmark and Sweden by saying something about organization, goal setting, academic content and learning methods. A similar classification will also be used in this report to compare the six different programs, but the categories of work requirements and assessment will also be included. This is followed by a description on how providers adapt the program to the participants' prerequisites, as well as how they maintain the Directorate for Education and Training's requirements for connection to the school owners, but also some challenges related to this.

4.2.1 *The programs´ organization and structure*

When it comes to the way the providers have chosen to organize themselves, we find differences in legitimacy and leadership concerning the provision, which is either at an institution or in a network of partners. At AFF, the Norwegian Business School, and at UiO the organization appears to be strongly rooted in an educational institution than at HiOA, NTNU and UiB which offer a more distributed legitimacy between partners. Academic and administrative leadership of the programs are organized in different ways, and at AFF, BI, UiO, HiOA and NTNU the academic leader has the main position at the institution, but UiB differs in that the academic leader has his main position at another institution of higher education network west. The administrative leadership is maintained in different ways when it comes to central or more distributed solutions, something that reflects the organization and legitimacy as a whole. The program at UiB appears now as the most distributed in terms of organization.

To say anything more about the organization, we will provide an illustration of the distribution of course capacity as well as the programs' scope and duration. Distribution of the number of students and classes between providers is illustrated in Table 9

Table 9 Course capacity and classes distributed by program provider

	Course capacity	Number of classes and location
AFF	25	1 class (Bergen)
BI	121	3 classes (Oslo, Stavanger, Sandefjord – formerly also in Haugesund og Kristiansand)
HiOA	54	1 class (Oslo)
NTNU	60	2 classes (Trondheim and Tromsø)
UiB	30	1 class (Bergen or Førde)
UiO	60	2 classes (Oslo)
Total	350	

As we see from the table both number of classes and student capacity are unevenly distributed between the six program providers. From the table we also see that the National Leadership Education for School Principals is to a large extent a nation-wide provision. As to how significant the location is for the participants´ selection of provider is something we will come back to in the next chapter.

The guidelines from the Directorate for Education and Training concerning the duration of the program were that it would have a series of workshops over the course of 1.5 and 2 years. An overview of the program provisions as regards duration and scope is illustrated in Table 10.

Table 10 The programs´ duration and scope distributed by provider

	AFF	BI	HiOA	NTNU	UiB	UiO
Duration by semester	3 semesters	2 semesters	3 semesters	3 semesters	3 semesters	3 semesters
Number of workshops	9 workshops	6 workshops	9 workshops	7 workshops	6 workshops	8 workshops
Number of days	26 days	16 days	25 days	21 days	12 days	21 days

Today, the six providers start their education programs at different times, and as the table shows, the programs have relatively equal duration of three semesters, with the exception of BI that implemented their program within a shorter period of time. However, we do find greater differences between the six provisions when it comes to the program's overall scope, both in terms of number of workshops and days, where UiB has less than half as many days as AFF and HiOA, which is the one that has the most days. A question that can be examined later is whether the differences in scope are important for any effects of the leadership education.

In the following is an account of the program's objectives, academic content, forms of learning, as well as work requirements and assessment which can be seen in the providers' descriptions of their own provisions.

4.2.2 The programs´ objectives

In the description of the starting point and mindset from the national level, referred to in the first report, we see relatively clear guidelines for providers tied to the objectives and content, through clearly defined criteria for competence (knowledge, skills and attitudes) in four main areas: 1) student learning results and learning environment, 2) management and administration, 3) collaboration and organizational development, supervision of personnel, and 4) development and change. This is illustrated in the competence model for school leaders that was given in Report 1. When it comes to objectives the focus is on "confidence in leadership" through courage and strength to lead, personal and professional strength to stand up and take the lead by developing an identity as a leader. The question is whether providers' objectives and expectations of performance are tied in with other educational conditions.

In the following we describe providers' interpretations of the Directorate for Education and Training's goals and how they have solved the challenge in meeting the requirements set while maintaining their own traditions and knowledge-based identity. All providers stated that the scope of the objectives set by the government were very extensive in relation to a program of 30 credits. At the same time they say that the process of designing their own program has caused some priorities based on their own institutional conditions and cooperation constellations.

When it comes to the students´ learning results and learning environments all the providers put emphasis on this, but they are more concerned with students´ learning results than the students' learning environments. Some providers are more explicit than others. By all the providers the competence area management and administration was emphasized to a lesser extent, but is expressed through a focus on the school's mandate, role clarification and respnsiblity, as well as legal issues. As regards cooperation and organizational development and supervision of personnel, all refer to organizational understanding and leadership of learning processes. The goals, however, seems to be more oriented towards educational leadership than administrative leadership. With regard to the fourth area of expertise concerning development and change in school, all providers cover this, but the focus is somewhat different. Some are more oriented towards development and change in relation to student learning results, others towards the school as an organization, or the school's mandate in society. The providers more or less express to everyone that this development and change will happen through an individual-oriented approach, while some also express a more organization-oriented approach. This is also reflected in the program's work requirements that we will return to later.

4.2.3 The programs´ academic content

As described in the first report, the Directorate for Education and Training entrusted providers to determine how this competence will be developed in the participants, but it is emphasized that school leaders need both what we call leader education (acquisition of knowledge), leader training (training of skills) and leader development (processing attitudes). Guidelines for curriculum and scope of the curriculum are to a lesser extent established, giving providers relatively great freedom when it comes to academic content. This is, however, connected with the objectives in the provisions as described in the previous paragraph.

To describe the academic content, we will compare the six program provisions´ curriculum and workshop topics. Number of pages distributed by provider in Table 11

Table 11 Number of pages distributed by program provision

	AFF	BI	HiOA	NTNU	UiB	UiO
Pages of curriculum	1816	1619	3123	2006	1583	2612

The overview in the table is created from available curriculum lists spring 2012, while updated curriculum lists acquired autumn 2012 show some change. The table shows that there are relatively large differences between program provisions in terms of number of pages in the curriculum. As regards differences in topic focus, the variations mainly concern topics such as finance, legal perspectives and learning theory.

We have already seen that the providers have differing structure when it comes to scope and duration, and in what follows we will give an overview of the providers´ topics for the various workshops in Table 12.

Table 12 Topics for seminars distributed by program provision

	AFF	BI	HiOA	NTNU	UiB	UiO
Seminar 1	Leadership and leader development	Educational finance and efficiency	The school in society	The school as organization	The students´ learning environment and learning outcomes	Start-up Knowledge Promotion
Seminar 2	Organizational theory	Leader training and education finance	Management and administration	The school as organization	The school as professional learning arena	Management of quality development in the school
Seminar 3	School leadership	Study trip to London, management and change	Management and administration	Leadership for learning	Cooperation, organization and supervision of teachers	Internal management and forms of responsibility
Seminar 4	Organizational culture	Training and learning theory	Management and administration	Leadership for learning	Development and change	The school as organization
Seminar 5	Finance management and measurement	Leadership and development of personnel resources	Organization and leadership	The school in society	Management and administration	Transition leadership and communication
Seminar 6	Power and trust	Learning, and learning theories and training	Organization and leadership	The school in society	The leader role - a comprehensiv e challenge	The school´s core tasks: learning and leadership
Seminar 7	Transition work		Practical school leadership	The school in society		Development of learning culture
Seminar 8	Leadership of knowledge-colleagues		Practical school leadership			Leadership in practice
Seminar 9			Practical school leadership			

The table shows which topics the various providers have focused on during the seminars. Some topics are recurring, but we see that the sequence varies a lot. Some topics are specific to only one provider, for example, UiO focuses on Knowledge Promotion during the first seminar, AFF has a seminar on the topic power and trust, while BI has a seminar with the topic human resources. These are examples that show that various knowledge-related identities arise in the program content.

4.2.4 *The programs´ forms of learning*

When it comes to forms of learning the Directorate for Education and Training says that the central work methods must be: seminars / seminars, lectures, literature studies, group work, counseling, training in various skills (including the use of cases), work with a theoretical assignment and exam. Given the focus on both knowledge, skills and attitudes, all providers have prepared variation in terms of forms of learning to maintain a link between theory and practice. All provisions more or less use permanent groups of participants in the various seminar activities. We have found that there are large differences between providers regarding how participants have worked in groups. All providers using forms of learning such as individual supervision, group guidance with a supervisor, but also in groups where participants supervise each other, share experiences and reflect together. Several providers emphasize the importance of contributing by pointing out the connection between learned theory and the day-to-day practice that school leaders live in, and use of groups is important for this.

From the national level, however, there is special emphasis on skills training in terms of awareness of own leader role, but there are few added guidelines as to what this should consist of. To maintain this five of the providers cooperate with external consultant-/competence communities besides AFF that handles this themselves as this is central to the AFF profile on leader development. The other providers have little tradition for this in their (school) leader education, despite the fact that many have experience with using groups. Most providers have stated that it is important to integrate skills training with other activities and forms of work. Since this is new to most of the providers, the challenge is to avoid it becoming a separate activity. Providers´ content and tools in skills training are illustrated in Table 13,

Table 13 Content and tools for skills training distributed by program provision

	Content and tools in the skills training
AFF	Training and concrete cases in the basic group MBTI[6], 360 degrees evaluation.
BI	Exercises in cooperation, communication and influence styles, Belbin[7], training diary, Kilman, leader profile before and after education
HiOA	Cases, individual supervision.
NTNU	Roleplay, cases and supervision, JTI[8], 360 degrees evaluation
UiB	Coaching: The team's challenge, follow-up of co-workers, tailored 360 degrees evaluation.
UiO	Coaching: Defining role expectations, own leader preferences.

The table is based primarily on providers' descriptions of how skills training is organized, so we can not say much about how this is implemented in practice in terms of time usage and scope. Integrating skills training, however, has implications for the organizing of the provision.

To achieve the integration of the various activities some of the providers focus on the construction of a well-coordinated team of teachers, and some place emphasis on the importance that both the academic leader and the team as a whole are present in most activities. Program providers, with a more distributed organization, have expressed that this has been necessary to develop a more

[6] Myers-Briggs Type Indicator
[7] Belbin Team Roles
[8] Jungian Type Index

comprehensive provision, but that it has also been demanding in terms of resources. The providers also state that these processes have opened up for a possibility of sharing experiences and learning across the institutions and communities that are represented in the network of the individual provider. In addition, some of the providers show examples that the sharing of experiences between the six providers has been useful in the development of their own program. Skills training, but also work requirements in terms of writing, are highlighted as examples of useful experience sharing.

4.2.5 The programs´ work requirements and assessment

In the following, we will describe the six programs in terms of what the focus of the work requirements used to assess participants' performances are. Beyond that the program should include a theoretical paper and examination we find few guidelines from the national level with regard to what this should consist of and how participants should be assessed. However, there is an emphasis that the programs should include academic writing for the development of analytical thinking and reflection level. The providers have done this in different ways in terms of number and type of work requirements. In order to compare the providers' work requirements and assessment forms, an overview is presented in Table 14.

Table 14 Work requirements and assessment distributed by program provision.

	Work requirements and assessment
AFF	Group-based dissertation with defense, 2 single days of written exam
BI	Project paper (18 credits), process evaluation on two essays (12 credits) - 3200 words each.
HiOA	Notes from own project, 2 days written exam and oral exam, and two home exams (3 and 4 days)
NTNU	Participation in seminars and online between seminars, blog, written self-reflection, description of own school culture, an account of goal structures, various perspectives on knowledge and learning, answering legal questions. Portfolio evaluation (reflection note, principal in the public sphere, academic text, on the trail of own principal role)
UiB	Exam portfolio with development text, in-depth text and reflection text.
UiO	6 work requirements; 1 in group (organization analysis) and 5 individually (leader mirroring, shadowing a colleague, mini lecture on educational leadership, reflection note on own learning). Final exam is an oral trial lecture.

From the overview we see that the six program providers have defined a number of work requirements, and the different work requirements vary in their orientation when it comes to both the content, form and genre. Several providers have included reflection on own learning and development, and work requirements that involve direct involvement of own school (e.g shadowing of a colleague and notes from a project). Work requirements are mainly individual, but group-based assignments are to some extent included. The majority of program providers conduct oral presentations and exams. The forms of assessment also vary, where NTNU, UiB and the HiOA have different varieties of portfolio assessment, while AFF, BI and HiOA have more traditional assessment. Amongst the providers there is varied use of pass/fail and graded scale. One of the providers also participated in meetings and participation online between seminars as a work requirement. Beyond this it is not very clear whether seminars are mandatory.

As we can see, the written work requirements have different forms and content across provisions. In the following we illustrate the providers´ ways of expressing why academic writing is central to school leaders' learning and development:

> *The writing forces them to think the long thoughts, and we see that the effect is better. There is a lot of frustration in the beginning. But when they come out at the end, it is that which they highlight as the most important thing, learning wise.*
>
> *Understanding the context and having an ability to be analytical to a greater extent, you can exercise that by writing such a dissertation. The most important thing they do when they write is that we help them to depersonalize events. It's about distancing yourself from and gaining an understanding of organizational dynamics. There can be a lot of emotions. It is important to find out what is me and what is structural.*
>
> *In the process of academic writing with a thesis statement that is highlight from different perspectives, there are many who for the first time take out a book in order to understand the thesis statement. They later say that they suddenly could make informed choices because they had understood things.*
>
> *We force them to write about the consequences that theory has for them as leaders and their organizations. They must apply the theory they write about.*
>
> *Through writing you become a better leader because you learn to take in both your practice and theory.*
>
> *Part of the point of writing is that it increases the ability to understand what they read. It increases the ability to read more, and they discover literature that they had not known about.*
>
> *Writing is good for fine-tuning formulations. They practice the critical dimension in relation to arguing for something and against something. That's what we call to discuss. It can be cultivated more in the writing. And it's important for the principal to know.*

This illustrates the providers' points of view that writing is relevant for the school leader´s link between theory and practice, to develop better ability to argue and take a position from different perspectives. Although work requirements appear to be different, the providers express why this is important in relatively similar ways. All providers also say that writing has been a challenge for some participants, and that it requires a great deal of follow-up and supervision. In the following, we will describe how providers have adapted the program to participants' prerequisites.

4.3 The programs´ adaptation to participants´expectations.

The Directorate for Education and Training emphasizes that training and development must be adapted to the local needs in the school and the individual leader´s needs, and that it is not desirable to have only one image of an "ideal leader" (Lysø et al. 2011). In addition to the program providers´ previous experiences with a similar group of participants, they indicated that the implementation of the first classes of the program, internal evaluations, as well as information about the reasons for dropping out, have contributed to increased adaptation to the participants' prerequisites. Although some providers have different experiences with the specific participant group, they express relatively similar experiences with participants across programs. It may seem that the requirement of 30 credits at the Master's level helps make the provisions more similar in terms of what is required of participants.

The question of whether programs are adapted to the participants´ assumptions is particularly relevant when it comes to writing academic texts. All program providers experience that many of the participants have little experience in writing academic texts. This is expressed as follows by the providers:

> *The word academic is viewed as incomprehensible. We say that being an academic is that something is never quite certain. And discussion is not something we do because we are in a student environment. It's something we use as an approach in terms of being a principal.*
>
> *The word academic is an obstacle for them. They are afraid to read. It's the last thing they do. They act first. If we can teach them to apply to academia, then we have accomplished something.*
>
> *It requires a lot of us as supervisors, but they needed it for writing. They learned the ability to express themselves, being able to explain the stand they took, and not least they learned to read the material and internalize it.*
>
> *The supervision they receive along the way from fellow students and from us, makes most of them experience an increasing level of mastery.*
>
> *They've already got a leader job that they are qualified for. Then they begin a course to be better qualified. And then they experience getting a grade that is far below average. It provides some reflection.*

The providers also state that many participants have a need for a lot of supervision to handle the course requirements, and in the following we illustrate how providers' experiences with the participants has led to adjustments in the program:

> *When we started with the first class [of participants], we found that many had no idea what a reference was. They did not know what a bibliography was. We did not plan well enough on that teacher education is a non-academic education. We discovered that we had asked them to do something they had no clue of how to do. But now we've made some lectures about how things should be done.*

Several providers have consequently developed their own scheme on how to write an academic text. The providers also say that they exercise flexibility with the participants regarding deadlines for assignments. Arrangements by the school owner will be addressed in the next chapter.

On this basis, it may on the one hand be questioned whether participants have sufficient prerequisites to handle the academic work requirements. On the other hand, it can be questioned whether and how academic writing contributes to learning and development in the direction of increased "confidence in the leader role." It is therefore interesting to examine whether academic writing contributes to the experience of increased mastery among the participants, or if any experience of non-mastery can affect self-efficacy in relation to the day-to-day practice of leadership.

This will be explored further in relation to the effects of participation in the leadership education at the individual level based on the experience of own mastery in relation to different areas and assignments.

The Directorate for Education and Training has required providers to conduct internal evaluations in the form of feedback from the participants. We will discuss how the six providers conduct internal evaluations of their own programs. The providers have different schemes for obtaining feedback from the participants. After each seminar some providers use extensive questionnaires with checkboxes for both general issues and specific questions of the topics, assignments and lecturers, while others have forms with questions that need to be answered in full. How the questions are angled varies somewhat, but a pattern is whether the participants thought the seminar was useful and relevant, and how satisfied they are with the seminar, and that it is possible to include written comments. Some have more extensive mid-term and final evaluations. Program providers also rely to a greater or lesser extent on continuous feedback through dialogue with the participants at the end of each seminar. The providers use the evaluations to ensure program quality and to adapt it to the needs of the participants.

In terms of monitoring participants´ prerequisites, some of the providers also included questions regarding the participants' own efforts. One provider has asked whether they were prepared, if they took notes, asked questions, if something was difficult, whether they participated / contributed in the group discussion and such Another provider has tin he final evaluation asked participants to assess their activity in both seminars and between seminars, and to what extent they have involved their own school in the project assignment. Beyond this the providers´ internal evaluations mostly provide the program assessment related to what Kirkpatrick (1998) describes as reaction level, which thus provides limited information about the participants' learning or prerequisites. Trends and patterns of the providers´ internal evaluations will be used to supplement the empirical analyses of participants' views in Chapter 5

4.4 The program providers´ connection to school owner

As described in the first report the leadership education is under national management with decentralized execution. The national principal program operates within the framework conditions based on the long tradition of parts-based partnership models, and the relationship between central and local government helps create the framework conditions within which the various program provisions operate. In the first report we referred to Møller and Schratz´s (2008) model that illustrates that the management of school leader education in Norway is placed midway between political and professional power. Any effects the leadership education can have on this positioning would be an interesting question. For example, there are currently no formal requirements that applicants to principal positions needs to have a leadership education or equivalent leader education, and it is not a given that having passed the principal program that one will receive financial compensation.

In its efforts to develop the leadership education the Directorate for Education and Training describes that it has involved all key stakeholders in defining the requirements and expectations of the provision, and stress that these stakeholders are united behind the initiative. The Directorate for Education and Training notes that it will still be up to the school owner to decide what the formal requirements for competence are in relation to recruitment. In view of the leadership that forms the basis for the leadership education there is a perspective that training must be linked closely to the school owner as they, both formally and actually, are responsible for ensuring that you always have school leaders that are good enough. They further say that it will be decisive that the leadership education does not undermine municipal ownership responsibilities, and that municipalities and the state work well together. An external resource group is also established where amongst others, and in connection to the education, the various unions are represented.

All providers expressed that the link to school owners is key with regards to recruitment to programs, but not least providing participants with support in creating change and development in the school as a result of participation in the education.

In the beginning of the program several of the providers experienced some confusion between the state and municipalities related to recruitment and marketing, but it has gradually been clarified. In 2012 the providers experienced that they now are responsible for marketing the program to school owners and participants. The practice of recruiting is that school owners sign-up potential participants that they have approved through the Directorate for Education and Training, who again is responsible for the selection and distribution of the participants between the institutions. The participants are enrolled on the basis of school leaders' own applications where they can request up to three educational institutions in order of priority. The final distribution of the six program providers is done according to the estimated course capacity that each institution is granted by the Directorate for Education and Training on the basis of the provider's capacity. Several of the six providers have good contact with a number of school owners with regard to sending their principals to their educational program. In particular, BI has a tradition of making agreements with municipalities, but also the other providers have stated that they have become more active in relation to school owners. One unintended effect of the program could be a greater extent of collaboration between providers and school owners.

All six program providers also invite school owners to the educational programs in various ways, ranging from attendance at meetings and overseeing the oral exams, to sitting in on the reference group for the education. Several providers have established their own seminars and programs for school owners in extension of the leadership education. The providers express varying interest and support from school owners, but this has changed in a positive sense as the program has been carried out a few times and become more known. Although the principal program is meant to be an addition to the educational programs that already exist, one can wind up in situation with competing interests in terms of resources for measures regarding leader development. Many municipalities already have internal schemes for leader development for their school leaders and / or leaders across agencies, through for example KS consultant.

The program providers find that school owners to some extent affect participants´ prerequisites for completing the education due to the existence of different practices in coverage of the expenses for travel and accommodation in connection with participation in seminars. There are currently no guidelines or rules on contractual buyout, which school owners have to relate to when principals and other school leaders participate in the leadership education (as supplementary training of teachers). What significance, in terms of effects on the individual and organizational levels of participation in the program, the participants experience of support from the school owners will be explored later in the evaluation.

4.5 Summary

To describe what characterizes the program providers´ intentions, we have provided a list of ideas, practices and perspectives presented in the tender and expressed in interviews. If we summarize the findings, the overall trend is a great diversity in how the various institutions have organized and structured their academic programs. This can be explained by the institutions having different kinds of leadership and administration of the academic programs, we also find large variations in relation to curriculum scope, duration and scope. Program providers also have various links to school owners in connection with course completion, and where school owners to varying extents are involved in the programs.

At the same time there are similarities between academic programs. All programs have incorporated those elements which the Directorate for Education and Training have indicated as being necessary for the education - not least diverse forms of learning and skills training. Program provisions seem to prioritize educational leadership. Providers also find that since its inception they have adapted the program to participants' prerequisites, especially considering guidance in academic writing. Requirements that have been set by the Directorate for Education and Training therefore seem largely to be included in the design of the six programs, but "translated" to the educational intentions that the providers themselves seem to have based on their prior experience, competence and institutional characteristics.

5 The participants´ views on the program provision.

This chapter looks closer at the program provisions from the participants´ points of view, and aims to describe what characterized the participants' experience of the education they have attended. The questions we ask are what expectations participants have had of the program and how participants assess the quality of the education and the practice relevance. The descriptions of the participants' expectations, along with descriptions of the six program providers´ intentions in the previous chapter, will form the empirical basis for analysing the similarities and differences that may exist between the various programs. The empirical analyses of what characterizes the participants' experience of the program are based on both quantitative and qualitative data. Three different data sources will be used to say something about the participants' experience of program provisions in the following chapter: 1) participant survey (pre-and post-test) that has been sent to all participants in the six programs, 2) interviews with a selection of principals who have participated in the program, and 3) program providers´ own internal evaluations.

We will look into what expectations the participants had at the start of the program they have attended, and whether we can identify some differences from program to program. Furthermore, we analyse the participants' assessment of the programs and see what commonalities we find across the programs and, if any, idiosyncrasies of the various program provisions. Data from the participant survey forms the bulk of this chapter and is presented as descriptive analyses in the form of column charts. These are presented on the basis of the dimensions that emerged through the factor analyses. The columns illustrate the average response from participants distributed by program provider. In addition, participant assessments, through interviews with a selection of principals, and program provider evaluations, are added during this chapter.

Before we describe the participants' assessments of the educational programs they attended, we will first describe principals and other school leaders´ expectations of the leadership education. Initially, we will present some analyses of background information on the participants with regard to their selection of program provider (for an overview of the number of participants distributed by program provisions in terms of response rate, see Chapter 3).

5.1 The participants

We start by showing the background information among the participants in the principal program through a distribution by gender, age and position at the school. Note that the numbers are based on participants who answered the pre-test in Class 1 and 2 (see Chapter 3 for response percentage). Table 15 illustrated the background variables.

Table 15 Background variables

		Class 1 and 2	
Variable	**Gender**	**Age**	**Position**
Man	42.8 %		
Woman	57.2 %		
Average		45	
Minimum		29	
Maximum		63	
Principal elementary and junior high school			28.6 %
Principal high school			05.1 %
Assistant Principal			06.8 %
Superintendant			16.6 %
Department head			14.1 %
Other			28.8 %

Note. N=632

The table shows mostly women (57.2 %) participate in the leadership education and that the average age is 45 years. Numbers from the Education Mirror (2010) show that 55% of leaders in elementary and junior high school and 45 % from high school are women. In elementary and junior high school most leaders are between 33 and 40 years, but there is also a large share that are between 52 and 61. In high school 79 percent of leaders are above 45 years, and 45 percent above 55 years. From this we can say that participants in the leadership education to a large extent reflect the population. Furthermore one sees that 33.7 percent of participants have a position as principal (lower and upper secondary schools), and that the other positions together make up 66.3 percent. These will be referred to as "other" positions in the following column diagrams.

In the following, Figure 4 illustrated the highest education among participants divided in groups of principal and school leaders in other positions.

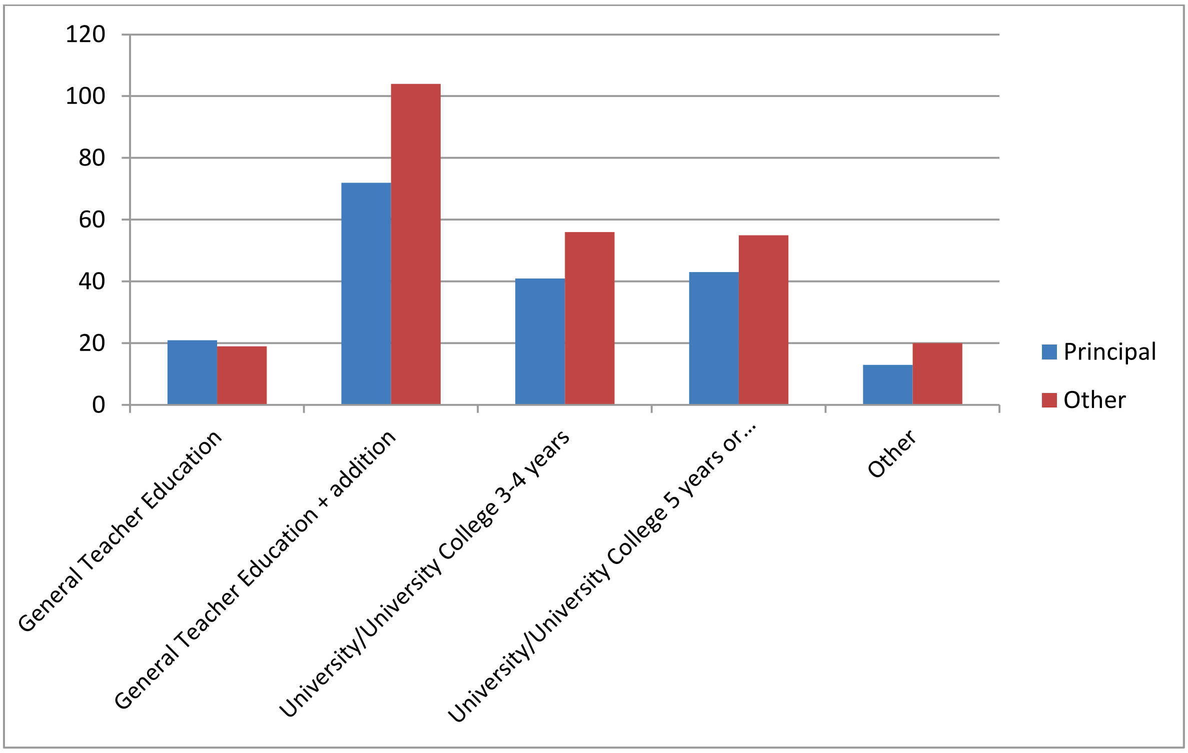

Figure 4 Participant prerequisites distributed by education

The figure shows that among the participants the majority of both principals and other school leaders have a general teacher education with additional training, while the corresponding number of participants is distributed by University / University college 3-4 years and 5 years or more respectively. The Education Mirror (2010) shows that 88.1 percent of the nation's school leaders had undergraduate university or university college degree in education, and 5.7 percent had a graduate degree from university or university college. 6.2 percent of the leaders in elementary and junior high schools had no educational competence according to the Education Mirror (2010). The table shows that participants in the National Leadership Education for School Principals mainly reflect the level of education of school leaders in general, but it seems that there are some additional participants who already have higher university and university college education.

Why participants attended the education will be illustrated in Figure 5 distributed by position

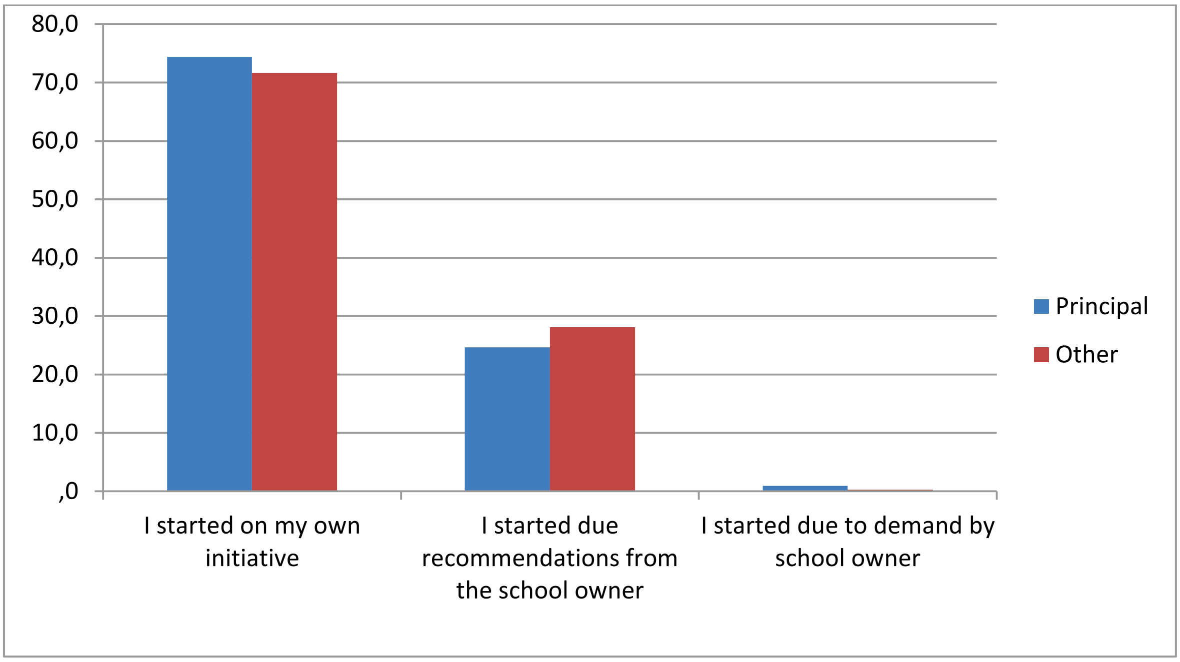

Figure 5 Why the participants attended the education

As the figure shows the majority of participants attended on their own initiative, while many attended on recommendation from the school owner. The figure also shows the demands by a school owner also occurs. Figure 6 shows the significance of geographic proximity and the program provider's profile on choice of school.

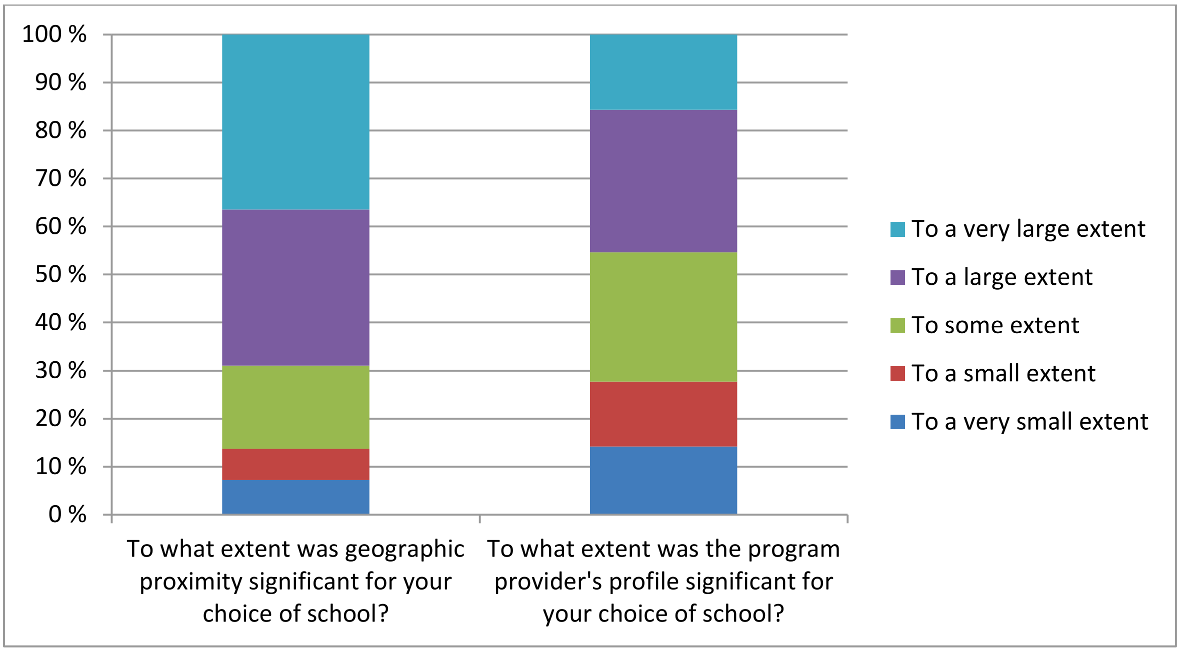

Figure 6 Choice of provider by geographic proximity and program profile

As we see in the figure the geographic proximity can be given greater meaning than the provider´s profile, even though the program profile too affects the participants´ choices. In the previous chapter it was pointed to that the variation in the support participants got from school owners affected participant prerequisites. In the following, Figure 7 illustrates the participants´ possibility of reduced work time in connection to the program.

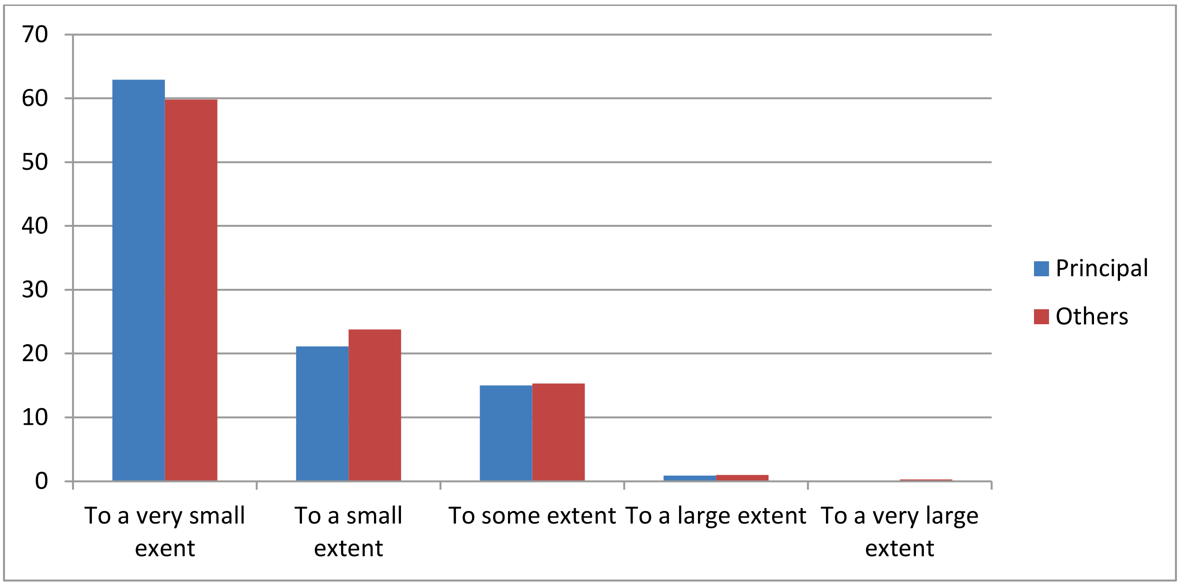

Figure 7 Participants´ possibility of reduction of work in connection to the program

The figure shows that the participants´ answers distributed by principal and other school leaders: *Have you had the possibility of reduction in work during the period you attended the principal program in order to focus on the work requirements of the education?* We see that over 80 percent answered to a very small extent or to a small extent having had the possibility of work reducation in connection to the principal program, and there is only a small variance between principals and other school leaders. This makes participation in the principal program demanding, and that it can be especially difficult to fit in time for paper writing and other school work aside from the seminars themselves.

5.2 Expectations of the leadership education

The participants were through questionnaires asked about whether their expectations of the program would make them more capable of executing various assignments (administrative assignments, educational assignments, relational assignments) and whether the principal program would contribute to individual development through better formulation ability, use of research and theory, changed leadership style and better boundaries. In the interviews, the principals were among other things asked about which (general) expectations they had before they started the program and if these had thus far been met in the program. In the providers' own evaluations the providers have also to some extent asked participants about whether expectations were met. Some complex analyses from both questionnaires, interviews and internal evaluations are presented below.

5.2.1 Expectations of the education - specific work assignments

Expectations of the program consisted, as mentioned, of two main dimensions, each composed of thirteen questions (see Appendix A). The first dimension focused on specific assignments and consisted of three factors or underlying dimensions - administrative, educational and relational assignments (cf. factor analysis, see Chapter 3). Participants were asked to express degree of expectation on a scale of 1-5, where the various numbers on the scale represent: to a very small extent, to a small extent, to some extent, to a great extent, to a very great extent.

In the following we present the questions in each of the three factors distributed by the six providers. Figure 8 shows the participants' expectations regarding whether they would make them more able to perform various administrative assignments.

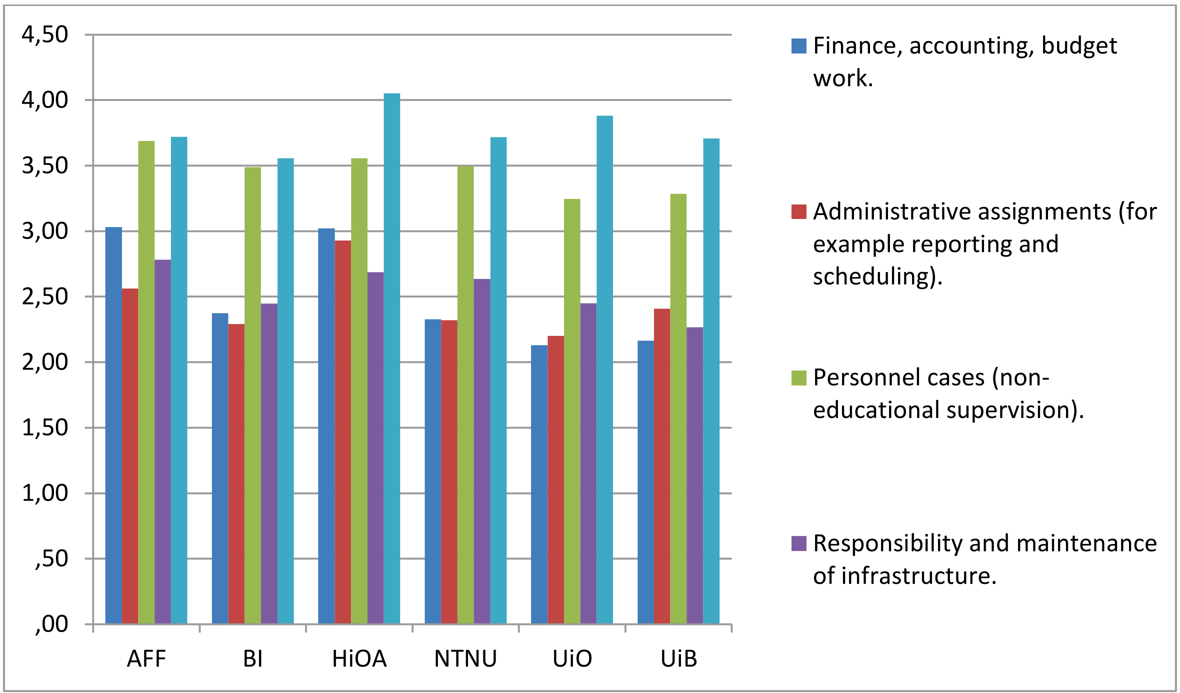

Figure 8 Participants´ expectations of the program: Administrative assignments

The figure shows that the participants' expectations are relatively similar between the six program providers in terms of administrative assignments. HiOA differs somewhat with generally higher expectations than the other providers. Within the "administrative assignments", participants have had, with all providers, the greatest expectations that the education will make them more able to carry out assignments with regards to making sure the school follows regulations and legislation (for example curriculum, adapted education), and personnel matters (this does not mean educational supervision). The other questions are about the theoretical average (2.50 - based on the response scale running from 1 to 5). Figure 9 shows participants´expectations of the education distributed by program provider in relation to the other factor: educational assignments. The value is between 3.5 and 4.5, something that indicates high expectations.

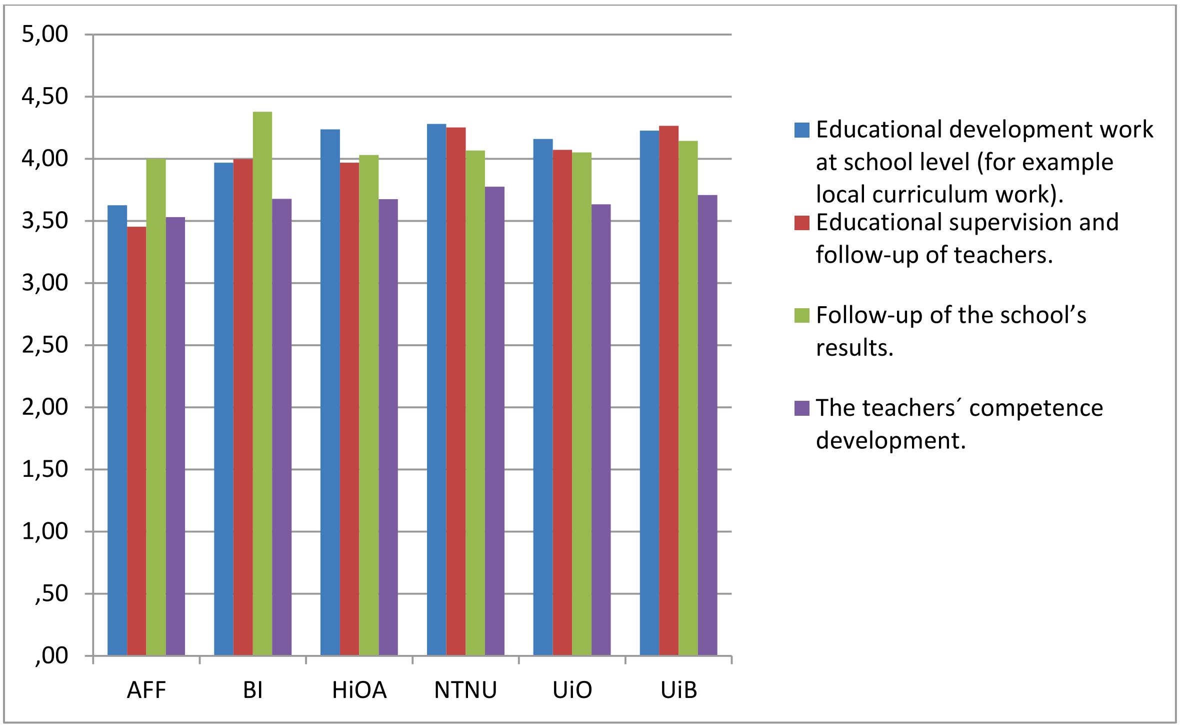

Figure 9 Participants´ expectations to the program: Educational assignments

Expectations are here also relatively equally distributed in relation to the program provider, but AFF and BI have a profile that differs slightly from the other providers in that particularly "Follow-up of the school´s results" has a higher value than the other assignments. Participants have relatively high expectations that the education should make them more able to do educational development work, supervision and follow-up of the school´s results. Besides participants at AFF, teachers' competence development scored lowest.

Participants' expectations that the education will make them more able to carry out what factor two refers to as relational assignments. The distribution of the providers is shown in Figure 10.

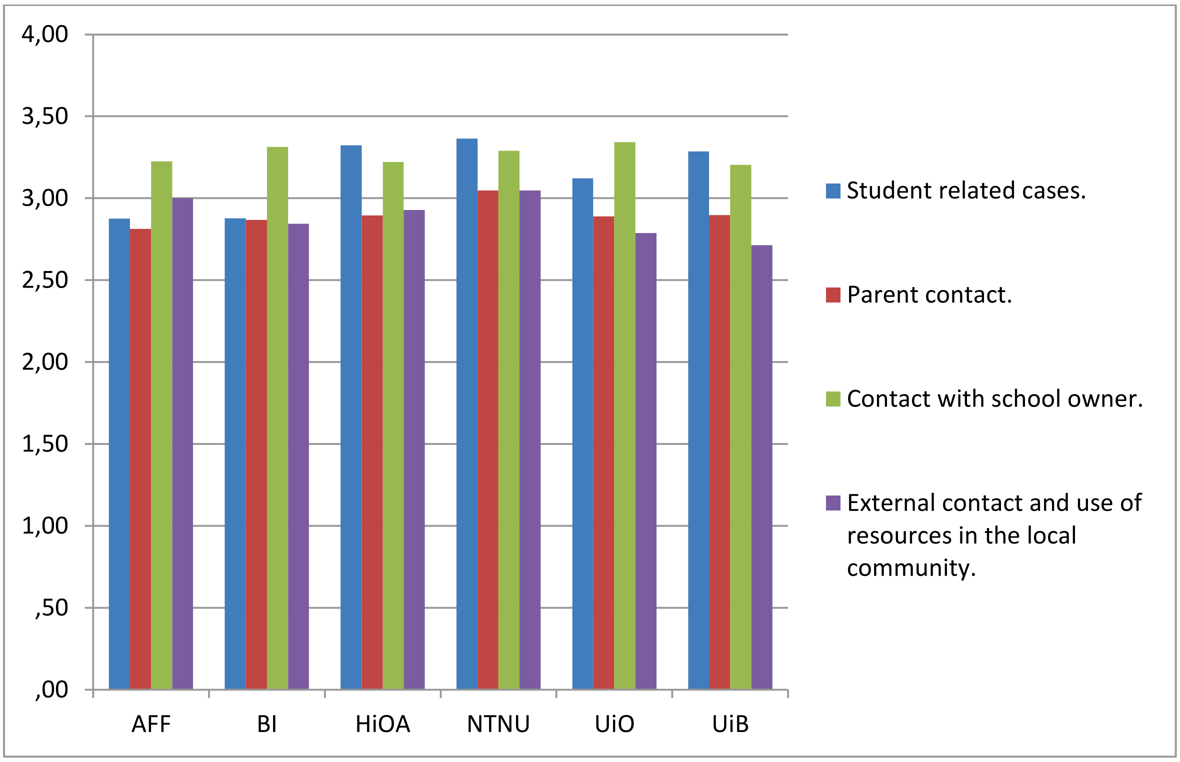

Figure 10 Participants´ expectations of the program: Relational assignments

The figure shows that within the "relational assignments" student-related issues and contact with the school owner are the areas in the program that participants expect the most benefit from. Generally, relational assignments score slightly above the theoretical average (2.50 - based on that the response scale ranges from 1 - 5). Again, participants' expectations between the program providers are the same.

A comparison of the three dimensions shows that participants' expectations are highest where the education will make them more able to do educational assignments, followed by administrative assignments and then relational assignments. Analyses of the participant survey regarding the participants´ desired use of time that was presented in the report 'Questions about time' (Seland et al. 2012 p.50-53) show that principals and other school leaders have a desire to spend most time on various educational assignments as opposed to time spent on administrative assignments. High expectations of educational assignments can also be explained by the wishes of the participants as well as other factors such as the provider's profile.

5.2.2 Expectations of the education - individual development

The second overall dimension of the participants' expectations of the education was more oriented towards individual development, and accounted for four factors or underlying dimensions - communication, leadership, application and limits (cf. factor analyses, see Chapter 3). Here, respondents were asked to express level of expectation on a scale of 1-5, where the various numbers on the scale represented: to a very small extent, to a small extent, to some extent, to a great extent, to a very great extent. Figure 11 shows the dimension called formulation that focuses on expectations of whether the program will help participants to develop writing ability, learn leader language and become better at applying intuition.

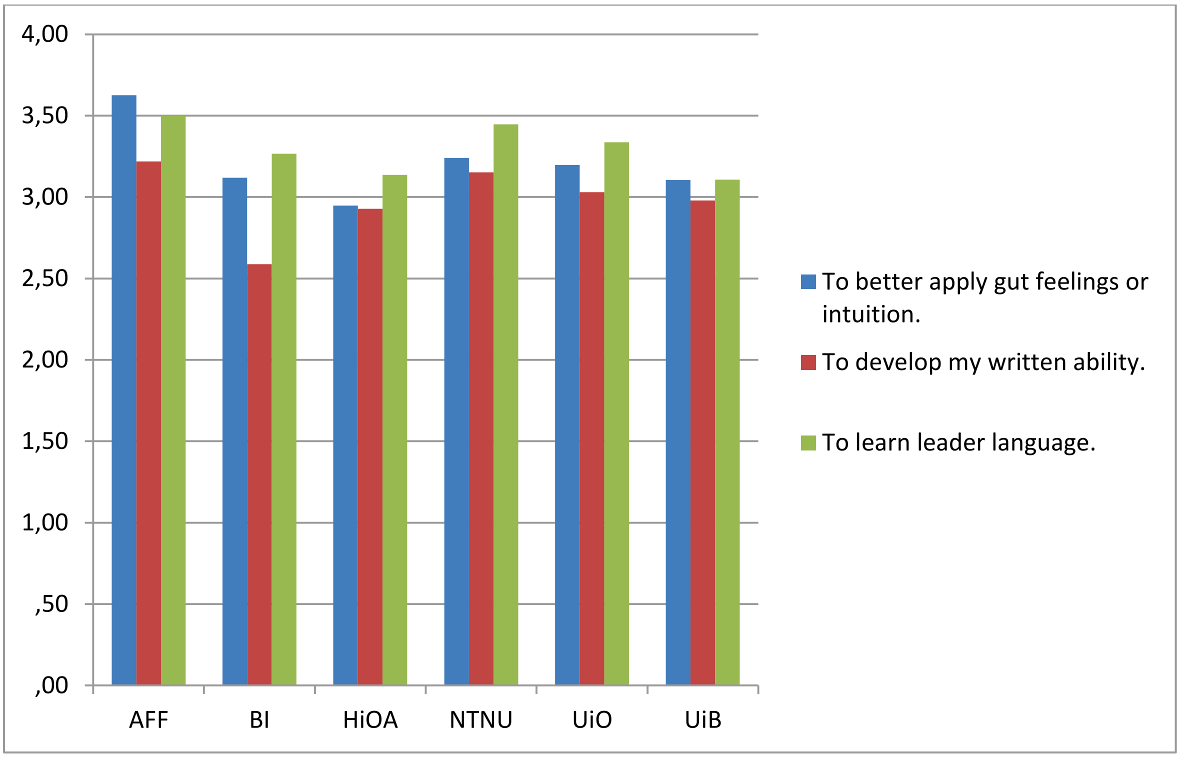

Figure 11 Participants´expectations of the program: Formulation

The figure shows that participants with the highest expectations of the education will make them more able to learn leader language. The scores are distributed relatively equally between the program providers, but BI on the one hand and AFF on the other hand differ somewhat where it concerns development of formulation ability. The differences between program providers are however small.

Figure 12 shows the dimension *application* distributed by the six program providers. This focuses on participants´expectations that the education will make it easier to use experiences, research and politics in their work.

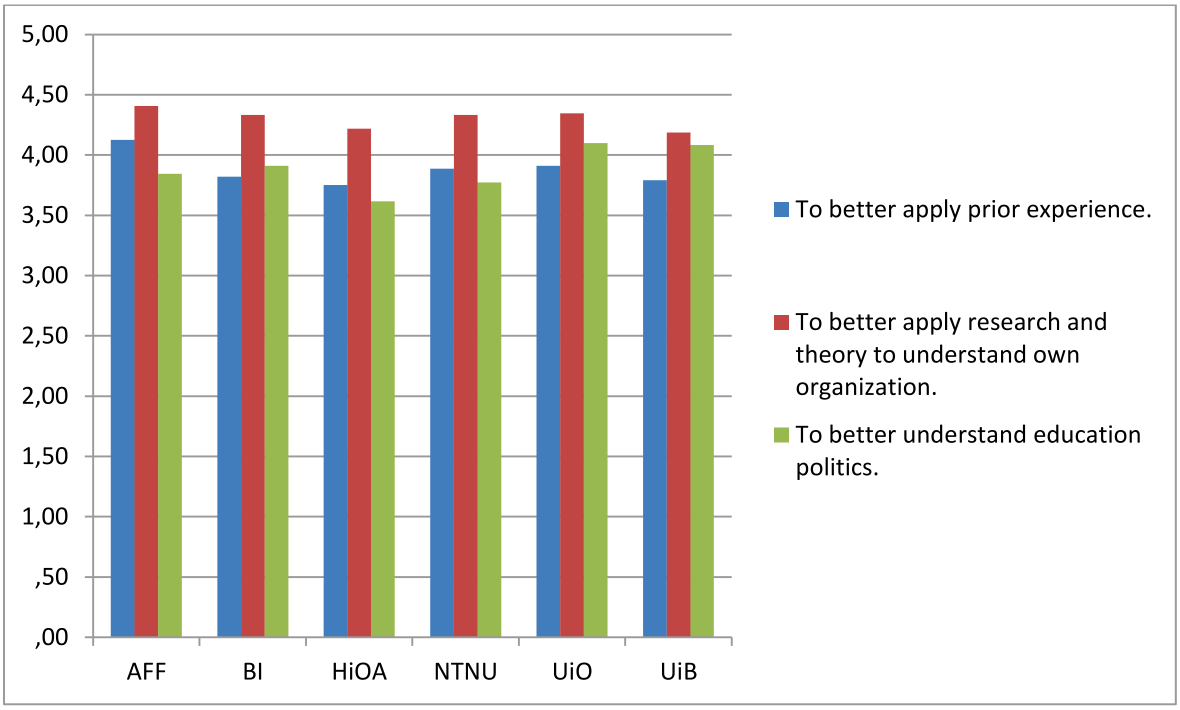

Figure 12 Participants´ expectation of the program: Application

Expectations that the education will help to use research and theory in a better way to understand the organization scored highest among the participants. The differences between the program providers are however minimal. Generally the scores land at around 4.0 (on a scale from 1 - 5) and somewhat lower with each of the providers. The scores are overall slightly higher than for the previous dimension *formulation*.

Figure 13 focuses on expectations of more individual-oriented leadership traits.

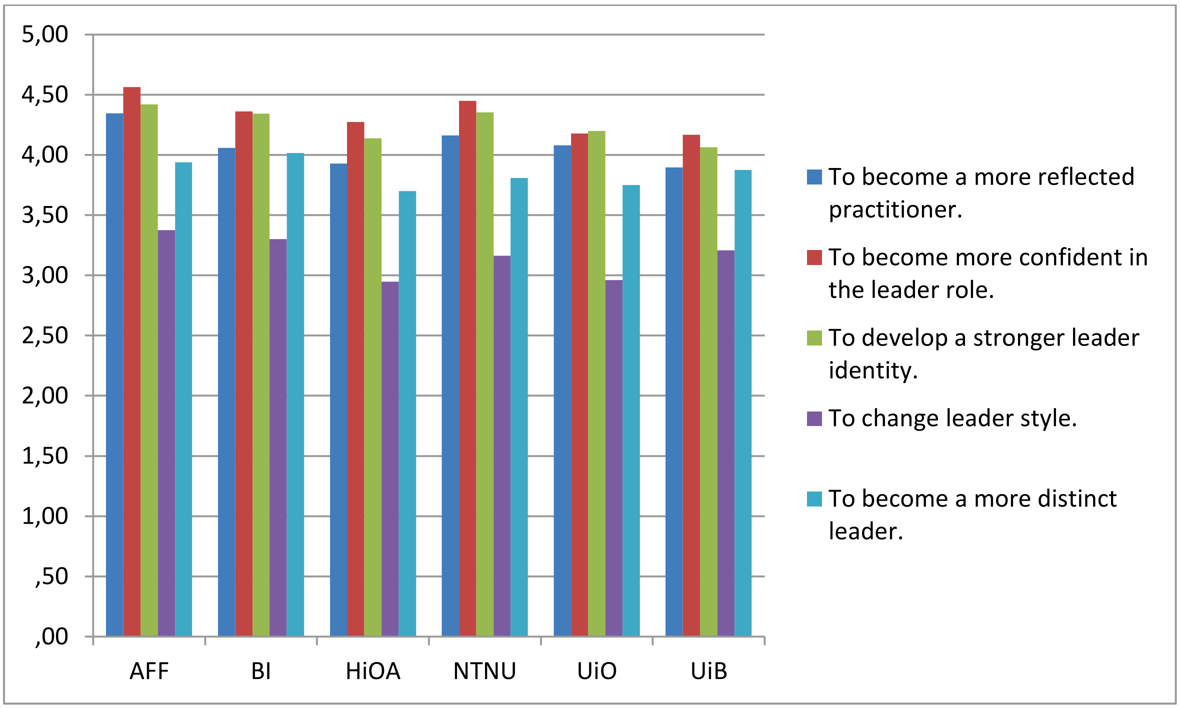

Figure 13 The participants´ expectations of the program: Leadership

Generally, the participants' scores vary between the different questions, but there are no major differences between the program providers. Participants have the lowest expectations that participation in the education will make them more able to change leadership style. The highest expectation is that the education will help to develop leadership identity and confidence in the leader role. Generally expectations of *leadership* score the highest, with the exception of the question regarding leader style. Becoming more confident in the leader role is central to the Directorate for Education and Training´s objectives of the program.

Figure 14 shows the final dimension in terms of expectations of the education, setting boundaries for the leader job, both in terms of time and content.

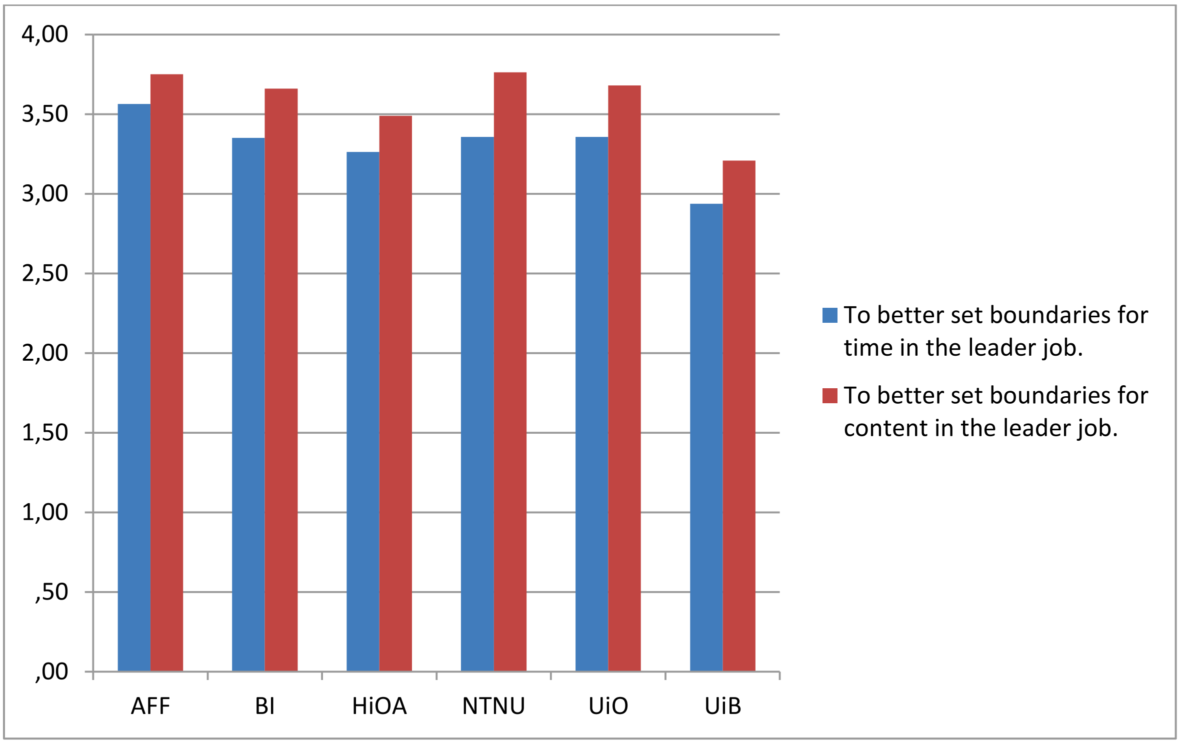

Figure 14 Participants´ expectations of the program: Setting boundaries

The scores are generally slightly above the theoretical average (2.50 - based on the response scale running from 1 - 5), where the time limits are generally somewhat lower than the content limits. With regard to the program providers the main difference is between AFF and UiB.

Based on the comparison of the range between the minimum and maximum average of the four dimensions, we see that the expectations of individual development and change are the highest related to "application", followed closely by "setting of boundaries", then "leadership" (although this has a wide range) and "formulation".

In general, the responses to the questionnaires show that the participants had high expectations of the leadership education, both in terms of questions about specific assignments and the more individual-oriented questions. The differences between providers are less than one would perhaps expect and it is difficult to see any clear pattern.

The column graphs and descriptive analyses together give an impression that the expectations among the participants, across program providers, are relatively similar. To investigate this further, a one-way variance analysis (ANOVA) was also conducted, wherein the combined objectives were used. The results showed that there are few differences between the expectations of providers, and the analyses can be found in Appendix C.

Based on that the analyses show that there are few differences between the expectations of the six program providers, it was also examined whether any other background variables impacted the participants' expectations. For example, whether both position, years of experience, school type, gender and age was significant (ANOVA analysis) was also examined. We found however no significant differences between participants based on these background variables.

5.2.3 Expectations of the education - generally

The interviews revealed various and varying expectations from the selected principals. Even though questions about expectations of specific assignments (such as in the questionnaire) were not asked, we find many of the same themes in the responses from the interviews. Among other things, there were some who expected the principal program to give them more confidence in the leader role, while others mentioned that they expected more knowledge and academic input about the principal as the leader and the leader role on the whole. There was also a desire to refresh their skills with theory and research. One of the principals also expected a "toolbox" that could improve the work as principal after the program was over. A common denominator is the wish that the principal program be relevant to their work as principals. This can be seen as a given, but it might indicate that the principals are not as interested in a general leader development program and that it is important that the education is about leadership tied to the school and the principal role.

The principals are also generally very pleased with the principal program, which also reflects the fact that expectations were largely met. Most of the principals who were interviewed said that expectations were met or partially met. It is also mentioned that it is a real treat to be allowed to attend courses and an education and the principals seem generally grateful for this opportunity despite them sacrificing much work time and free time to participate in the program.

The internal evaluations, where providers ask participants about the expectations they had of seminars/program and whether these were met, show the same tendency of very satisfied participants. Data sources show that participants had both high expectations and felt that expectations are met. This will be described in more detail in the next section of this chapter.

5.3 Assessment of the leadership education

Participants' assessments of the leadership education are based on the analyses of the questionnaires where participants are asked to assess the program's educational quality and practice relevance. This is the topic that came up in several interviews and in several of the internal evaluations. In the interviews, participants were asked what they think about the quality of the program based on their own experiences. Providers´ internal evaluations also say a lot about the participants' assessments of the education, but there are large variations in what the evaluation asks about and how many evaluations are done on the various programs. Lastly in this chapter we will describe the participants' overall impressions of the programs by looking at the results of the interviews and evaluations.

5.3.1 Educational quality and practice relevance

In the questionnaire, participants were asked about the program´s educational quality (educational quality of the lectures, whether the lecturers were engaging, and whether they were satisfied with the practical implementation of the program) and practice relevance (whether the education was relevant to their work, practice-related, and whether it inspired for future work at the principal's school). These questions are only answered by the participants of Class 1 (post-test). The next two figures show these assessments based on the dimensions that emerged in the factor analysis (see

Chapter 3). Participants were asked to consider the education as a whole and consider a number of claims on a scale from 1-6, where the various numbers on the scale represented: *Completely disagree, somewhat disagree, slightly disagree, slightly agree, somewhat agree, completely agree* (see Appendix B). Figure 15 shows the participants' assessments of educational quality distributed by program provision.

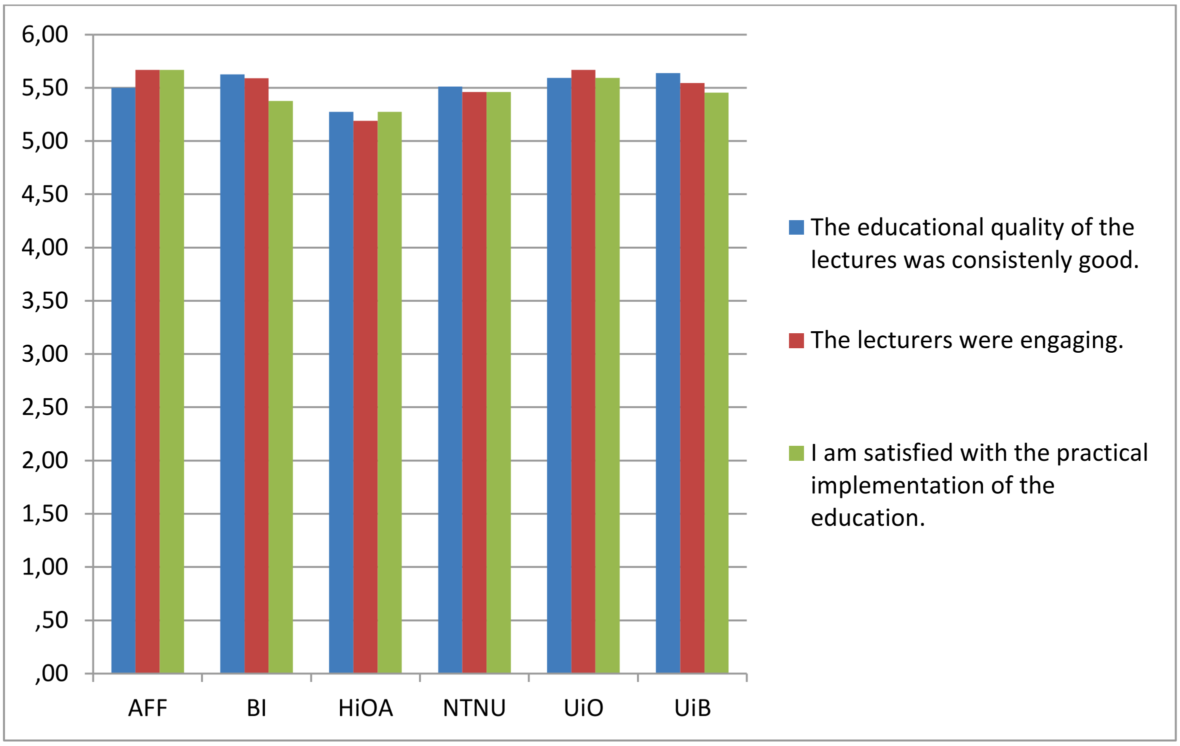

Figure 15 The participants´ evaluations: Educational quality

In general, participants rated the educational quality of the education as very high (all the answers are between 5 and 6). The eduational quality of the lecturers is perceived as very good and lecturers are consistently viewed as engaging. Experience of practical implementation is also rated very high. The figure gives the impression that there are small differences between providers, although HIOA scores slightly lower than the others. In light of that, there are , after all, quite large differences between the schemes in the various programs, it is striking that the quality is basically judged to be the same.

The fact that the educational quality is high is also supported by the principals´ views from the interviews and internal evaluations. Several principals mentioned that there were good lectures, relevant theory and research, good progression and implementation of the seminars. However, there are also some who believe that some lecturers were somewhat varied and that the lectures were now and again a bit fragmented. Many mention that the education has the right content with good examples from research and theory. The internal evaluations also show that the principals are satisfied with the content and that it is academically relevant. At the same time, more people want to be able to use several examples to concretize theory.

The other dimension focused on practice relevance. The participants´ assessments are shown in Figure 16 distributed by program provider.

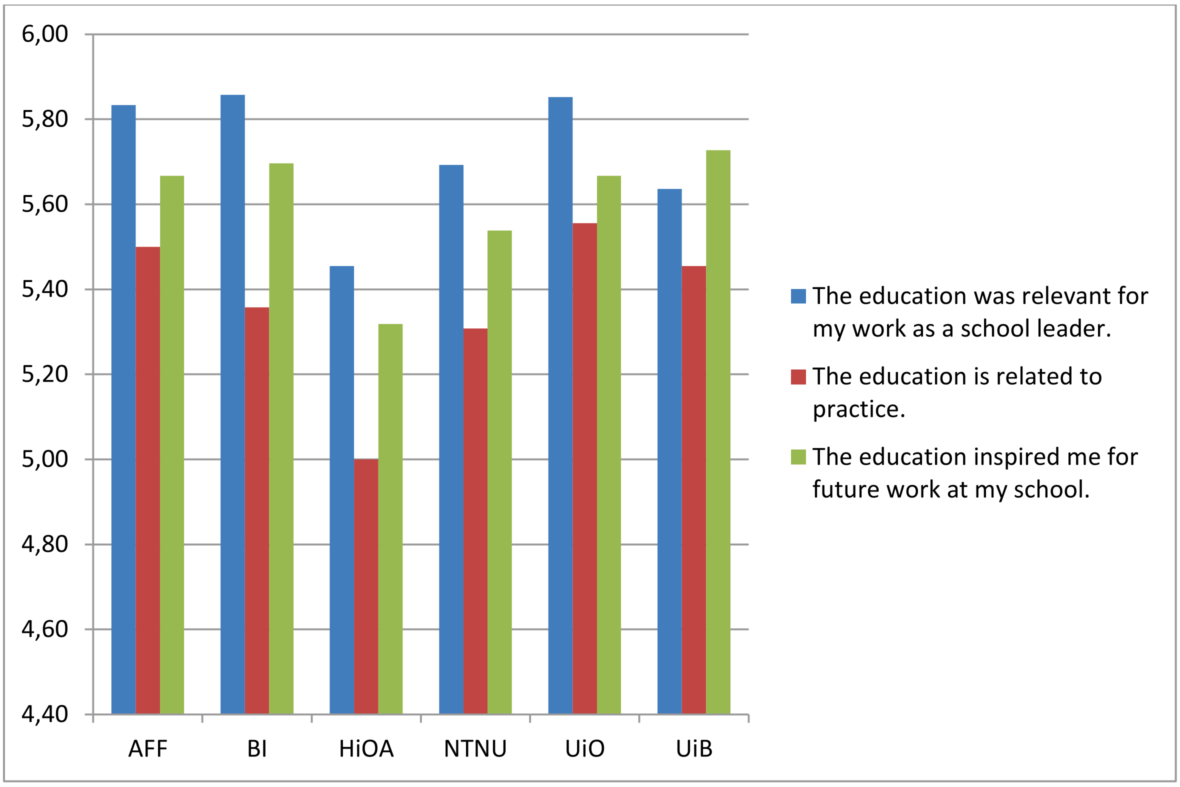

Figure 16 The participants´ assessments: Practice relevance

As with assessments of the educational quality, practice relevance of the education also scored very high. The scores related to relevance to their own work are high amongst all providers (5.50, based on the response scale from 1 - 6). The education is also perceived as largely practice related and inspirational for future work.

The results of the interviews also support that the principal program has high practice relevance. There is general agreement that the education is relevant to the job as school leader. In the questionnaire the participants answer questions about whether the education inspired them for future work at their school. This is an important criterion for how successful the leadership education is. In the interviews, however, there were not many who believed that they had made changes or implemented a lot from the leadership education yet. Several principals said that they still eventually wanted to do something at their own school, but that they had not yet made any changes. The time factor is important here, as not all interviewees had finished the education at this time. A common denominator for several principals was still that participation in the program had been inspiring, and that it is perceived as a close-to-practice education. This gives confidence in the principal role, awareness of and reflection on own practice and one´s own school.

There was a variation in internal evaluations on whether the participants are asked specifically about whether the teaching was inspirational for future work and whether the education was practice-oriented and relevant for the position of school leader. Those who have asked about the relevance of practice have received positive responses from the majority, indicating that the program is perceived as useful for their own work. In some of the program providers´ internal evaluations, several participants have answered that they have tried out several of the theoretical and practical leader tools in their own school. It is also mentioned that participation in the seminars provide energy, motivation and inspiration to continue working with the topics.

5.3.2 The participants´ comprehensive assessment of the program

The interviews with the selection of principals reveal that all are largely satisfied with the principal program in its entirety, regardless of what program they have attended. What is most often noted as positive and "the best thing about the course" is meeting with other school leaders at the seminars. The principals highlight the ability to share experiences from their own school, discuss common challenges and issues, as well as reflect on their own and others' practices. This seems to apply to both what is within the program's framework (group discussions, plenary discussions and assignments) as well as the more informal (social activities in the evenings, ice breaking exercises and the network / acquaintances one recieves). Those who attend programs with fixed base groups speak warmly of the cooperation in the groups, and think it is useful to have fixed groups because one can become even better acquainted. The supervisors' roles in the groups are also highlighted. The internal evaluations also point out that several people wanted more time for group-based and pleneary reflection and discussions on common issues (generally or related to the writing task). It is clear that the discussion and sharing of experience is something principals have appreciated.

The principals also point out various things they are less satisfied with, but this varies from principal to principal and from program to program. For example, there are some who think there are too many seminar days, while others would like to have a seminar day (for example, increase from 2 to 3 day seminars) in order to have a full day of reflection and group discussion related to the assignments. Other things mentioned are that they would like more time for discussion, a more comprehensive program (with reference to some fragmentation with many different lecturers who sometimes brought up contradictory topics), clearer tools/tool box (or a demonstration of how you can create the tools) and more specific supervision.

The element most often cited as challenging and sometimes difficult is the assignments and the writing, and this is regardless of the program provision the principals follow. Nearly everyone thinks it is both time consuming and labour intensive to meet all the work requirements. The writing assignments (and that one wants to read through enough theory tied to this) are specifically highlighted as the most challenging. The principals say it takes a lot of time and energy, and that the assignments are not always perceived as equally rewarding or relevant. At the same time they show great understanding that writing is a tool for learning and reflection, and several principals wish they had more time to complete the assignments they wanted to do it. The principals expressed varying extent of mastery associated with the academic writing. In addition to the assignments taking time to do, the principals already spent a lot of time attending the seminars. The program is generally perceived as time consuming in relation to conducting the assignments in the leader job.

None of the principals who were interviewed were being "bought out" by their schools, so when they come back from the seminar there was often incidental assignments that awaited them. Even though some say they have the opporunity to take time off from their job to work on assignments and exams it is also the case that they do not then get extra resources at school to cover their absence. The principals therefore end up spending a lot of their spare time to complete their education, which is reflected in the internal evaluations where several principals also say they are not entirely satisfied with their own efforts in and preparations for the seminars. Some mention, however, that it is a real treat to be allowed to attend courses/education and how kind it is of the state to give them this. They seem very grateful even though they sacrifice a lot of work time and leisure time for the program.

Although all participants are generally very satisfied with the principal program regardless of the provisions they have attended, several possibilities for improvements were mentioned both in interviews and internal evaluations. One of the wishes related to what participants are most satisfied with: the exchange of experiences with other principals. Several desired that the lecturers in the program would use their experiences more in their teaching, because those who attend the education are already experienced leaders. In general, there appears to be a desire for a more empirical approach. The principals have to a small extent involved others at the schools.

Given that participants were most dissatisfied with the writing and assignments throughout the program, many wanted much more time to work on assignments during seminars, often more time in the group and with a supervisor. The importance of close follow-up by the supervisor in the writing process is also pointed out. Additional improvements were clearer assignment requirements and course leadership, school visits to good schools, several participants from high school, and more participants from the same school. In the internal evaluation of one of the providers there was also expressed a desire for alumni gatherings in order to continue the network.

5.4 Summary

If we sum up the participants´ expectations and views on the academic programs, several clear trendencies can be identified. Participants seem mainly to have chosen to attend the principal program on their own initiative, and it also appears that geographic proximity to the provision has been important for the choice of provider rather than the profile. About half of the participants in the academic programs are principals, but of the remaining most hold a leader position (superintendant or similar). The leadership education therefore seems to have hit the mark in relation to the target audience.

Even though geographic proximity to the provision seems to be the most important factor in choice of program, there are several indications that the institution's profile and identity also play a part in the participants' expectations. Compared with participants in other programs, it seems that participants at UiB and UiO have less expectations that these providers will give them knowledge of finance, accounting and budgeting. Similarly, participants at AFF and BI have relatively fewer expectations that these providers will give them knowledge of educational development work at the school level. We can also see that participants at HiOA, NTNU and UiB have relatively higher expectations that these providers will give them knowledge about student related issues. Here it should be emphasized that the differences in expectations of providers are generally small.

If we look at the expectations of the program, many of these are tied to the handling of personnel issues and regulations, and many participants want to apply research and theory to understand their own organization. Relatively few expect to change own leadership style, but many have high expectations of developing greater confidence in the leader role and become more reflected practitioners. The participants' views on the programs are generally very positive - regardless of what program provision they attended. The participants feel that the educational quality is good and the practice relevance is high, and cite group work as important in sharing experiences and connecting theory and practice. Internal evaluation also show that some participants want more time for reflection and discussion of common problems in groups, and more time for assignments and supervision of writing.

6 Conclusion

Given the issues that were drawn up in the introduction to this report, both the six providers´ descriptions of the program and participants' assessments of the educational provision have helped to shed light on the leadership education program´s quality. To discuss how the leadership education works in relation to these stated goals, from the national level, two sets of research questions that form the basis for the analyses were formulated:

1. What characterizes the six program providers´ intentions with own leadership education? What ideas are presented in the tenders, and which practices and perspectives are indicated in their descriptions of the programs?
2. What characterizes the participants' views on the leadership education? What expectations do the participants in the program have and how do they assess the quality of the education and practice relevance?

The main conclusion that can be drawn on the basis of the analyses is that the six programs are partially very different in terms of educational conditions, where different intentions on the part of the program providers have been expressed in how the programs have been designed. Participants' experience of the academic programs is still very positive - regardless of the provisions they have attended. The quality of the educational and practice relevance is perceived as high.

Finally, we want to tie in some reflections on these findings, where we discuss four issues that we believe may help explain the results: Correspondence between program provision and participants' expectations of the programs, state control versus program providers´ autonomy in shaping the leadership education, school leaders´ need for support and network, and recognition of the role of the principal and school leaders. The chapter ends by saying something about future evaluation.

6.1 Correspondance between program provisions and participant expectations

Based on the analysis of the program provisions we see that the educational institutions that offer the National Leadership Education for School Principals have different knowledge identities, profiles and traditions in terms of (school) leader education and research on school leadership. As stated in

Chapter 4, the differences between program provisions educationally are relatively large. The various provisions are however similar in some areas and different in others, so we find no clear groupings of providers. For example, AFF, BI and UiB appear perhaps as those having the least focus on traditional knowledge acquisition if we see this in relation to the scope of the curriculum. When it comes to acquiring knowledge, HiOA and UiO appear to be the most traditional based on curriculum scope. If we look at the programs´ duration and scope, AFF and HiOA have the most seminars and the highest number of seminar days, where for example the number of seminar days for both of these providers is more than twice as many than UiB has. This is a possible example of an orientation towards more knowledge-practice, which is reflected in the program's scheme for skills training. The extent of integration of different learning methods to obtain a comprehensive provision varies. There are relatively large differences between the program provisions with regard to work requirements, and we can find elements of knowledge development perspectives through activities such as shadowing of colleagues (UiO), notes from own project (HiOA), description of own school culture (NTNU) and group-based dissertation (AFF). The form of assessment also varies, where NTNU, UiB and UiO have different varieties of portfolio assessment, while AFF, BI and HiOA have more traditional assessment.

If you are going to place the academic provisions in relation to the three dimensions that Mintzberg believes characterizes leadership practice - and that should be included in a leader education - there are several indicators that suggest that the bulk of the program provisions are located at the intersection of acquiring knowledge (science) and knowledge practice (craft) (see Table 2). Common to all five of the providers is that the leadership education involves a shift from knowledge acquisition to knowledge practice in relation to earlier educational practice in leader education, while for AFF this is to some extent opposite. There are also elements of activities focusing on knowledge development (art) in some of the providers' programs, but this amounts to more modest elements in the academic provisions.

When participants seem very satisfied with academic provisions, the reasons could be that the knowledge related profiles that characterize the provisions are largely in accordance with participants' own expectations of the programs. Participants, to a large extent, desire "to better apply research and theory to understand own organization" (knowledge acquisition), and emphasize the need for knowledge of personnel issues and regulations (knowledge practice). However, expectations of developing writing ability do not score correspondingly high, which to some extent is contrary to the providers´ emphasis on academic writing. As for the participants' expectations regarding whether the education will enable them to perform various assignments, educational assignments score higher than both administrative and relational assignments. This may be related to what they *want* to spend more time on. Though fewer expect to change leader style, it is very important for participants to be more "confident in the leader role," develop a stronger leader identity and become more reflected practitioners - which is about knowledge practice. More focus on knowledge practice also goes in the direction of a knowledge development perspective where change requires a collective construction and solution of practical problems. Based on this, the design of the program provisions can also be said to be in line with the practice shift in (school) leader education more generally, with a focus on creating development in the leader in relation to own organization.

On this basis, one can affirm that all program provisions have met participants' expectations well, and that this is likely a major reason why the participants - no matter what program they are associated with - give the program a very positive assessment so far.

6.2 The providers´ autonomy in designing the program

In the first report it was documented that the National Leadership Education for School Principals is characterized by a relatively strong state control through the establishment of stated goals and standards, and a central organization of decentralized program providers. From this one might expect that this would influence both the design and implementation of the various provisions, and that the degree of variation would be more limited. The Directorate for Education and Training, for instance, envisaged joint meetings where providers were expected to attend to inform about their provisions and to share experiences from the implementation of the leadership education.

The analyses of the academic provisions however show that there exists a relatively large diversity of programs where the Directorate for Education and Training´s clearly stated goals have been educationally reinterpreted and adapted to the providers' intentions and profile. From this it can be argued that the institutional characteristics have been integrated in the implementation of the National Leadership Education for School Principals - materialized in the form of variation between providers. The strong state control in terms of tender announcements documented in the first report can therefore seem primarily to have affected the stated goals and which elements an academic provision should contain, and to a lesser extent in terms of specific design and execution of provisions. The fact that mindset of the Directorate for Education and Training can be described as eclectic, as to what a leadership education should contain, has given the individual provider a relatively large extent of leeway in terms of the actual design of academic provisions. There can be many reasons for this. The fact that some institutions, previously, had their own academic provisions on (school) leadership is a possible explanation. Through existing programs, the program providers have gained experience about what works and what does not, both in terms of school leadership and educational schemes for the education of leaders, which they have included in the design of the new programs.

The eclectic approach from the national level has thus created an academic space for providers to design program provisions in relation to their own academic perspectives and learning intentions. When participants reported that the educational quality and practice relevance are high, an important reason for this could be that the six program provisions are built on different institutional experiences that have created a "confidence in leader development" that participants experience as very positive.

6.3 Recognition of the role of principal and school leader

The first report showed that the current practice orientation in leadership research and (school) leader education is rooted in a reciprocal relationship between theory development and the execution of leadership in practice. Venues for the development and education of school leaders can be key for the connection between theory and practice. In Norway, school leadership has been an academic research field long before the National Leadership Education for School Principals was initiated in 2009. Meanwhile, the national attention on school leadership, before it was proposed in White Paper No. 31 (2007 - 2008) to create a national provision, has been relatively modest in terms of specific measures. the National Leadership Education for School Principals can be said to have changed that through that one has also established a competence development provision for principals and other school leaders.

In interviews with participants in different academic programs we see that school leaders look at the national provision as recognition of the school leader role, where one increasingly is "seen and recognized", also at the national level. Thus, a possible explanation for the high level of participant satisfaction with the program could also be that participants feel that their roles as the principals and school leaders are given greater weight and importance. While this is recognition of the execution of leader practice, the national effort also involves an increased awareness of school leadership as an academic research field. Among providers one can identify a series of examples of new research activities in school leadership in relation to the leadership education. These are activities that may eventually help to further strengthen the legitimacy of school leadership in general

6.4 School leaders´ need for support and network

In addition to the more symbolic effects of the National Leadership Education for School Principals, data clearly shows that the participants also largely benefit greatly from the social support and the network that the education can contribute with. The programs are very different in terms of how educational factors, in this context, play a minor role in the participants' expectations and assessment, as it is the existence of a leadership development provision where one experiences support and participates in a network, that appears to be central. All providers use learning methods such as individual supervision, group supervision with supervisor and groups where participants share experiences and together reflect on practical challenges. Several providers emphasize the importance that they contribute to point out the connection between research and the day-to-day practice that school leaders live in, while also referring to the general structures and systems in place instead of viewing the challenges as dependent on the person. The fact that the participants meet other school leaders and thus have the opportunity to reflect on the roles they play and challenges they have together, is emphasized as important by all the principals who were interviewed. The significance of meeting others in the same situation as oneself, and to experience the support and recognition in relation to the choices and decisions you must make as a school leader, is something that is generally well-known from studies on leadership development programs (Lysø, 2010). It is emphasized by the participants that they get a network of people that they can share experiences and discussions with.

Through joint reflection and experience-sharing between participants in the leader education, they train at connecting theory and practice, which is vital when it comes to understanding oneself as a leader in relation to one’s surroundings. A theoretical understanding of these processes is illustrated in Figure 17 (from Report 1).

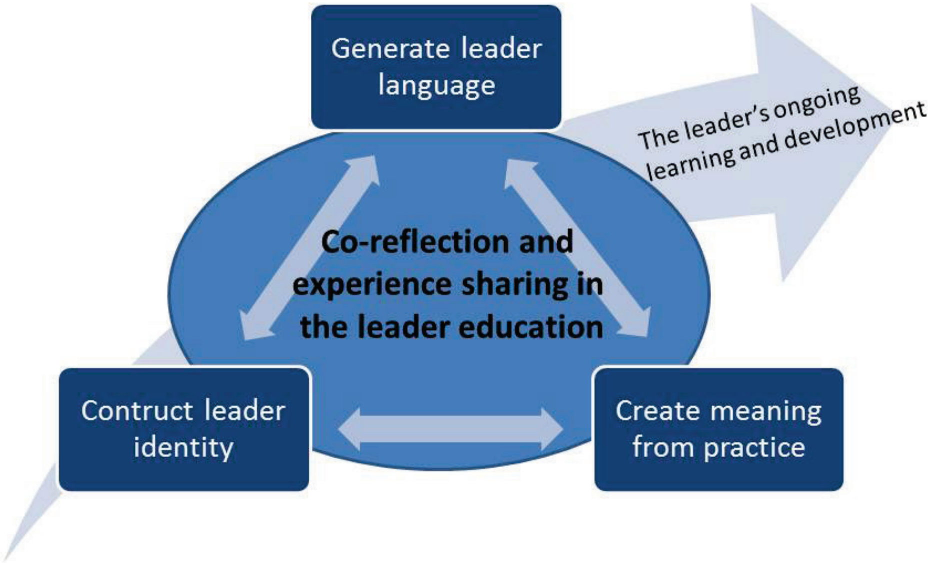

Figure 17 Co-reflection and experience sharing in the leader education (Lysø et al. 2011)

The social arena that represents leader education may be important for developing more "confidence in the leader role," but also for the participants' development of identities as school leaders. Joint reflection and experience-sharing is tied to the fact that leaders train in groups in order to understand and interpret practice by way of using theoretical knowledge (called leader language). Academic writing that connects theory and practice is also essential in developing analytical thinking and levels of reflection. Both parts require, however, a great deal of instruction, which is demanding on resources. The possibility for joint reflection in groups, but also reflection through academic writing, is perhaps the biggest similarity between the programs. the National Leadership Education for School Principals simply creates a social arena that many school leaders are lacking in their daily lives

6.5 About the evaluation to come

In summary, the National Leadership Education for School Principals´s program quality is expressed both by the providers' "confidence in leader development", and this both provides an expectation from the participants to become more "confident in the leader role", and by very positive assessments of the program's relevance. Although the conclusion of this report is that program quality is highly based on the participants´ points of view, this says little however about whether school leaders are able to apply the insight and competence they acquire to improve their daily exercise of leadership.

The evaluation continues to collect empirical data from both participants and a selection of school cases to be able to say more about the effects of the National Leadership Education for School Principals in terms of changes on both the individual and organizational levels. This will be the focus of the third report (2013) and final report (2014). The overall objective of the evaluation will be to investigate whether any effects from participation in leadership education can be traced back to how the different providers have adapted their academic programs as described in this report. At the same time the evaluation is open to other and more unintended effects of the National Leadership Education for School Principals.

References

Antonacopoulou, E.P. (1999). Why Training does not imply Learning: The individual's Perspective. *International Journal of Training and Development, 4*(1), 14-33.

Antonacopoulou, E. P. (2001). The paradoxical nature of the relationship between training and learning. *Journal of Management Studies, 38*(3), 327-350.

Babbie, E. R. (2004). *The practice of social research*. Belmont, California: Thomson/ Wadsworth.

Belling, R., James, K. & Ladkin, D. (2004). Back to the workplace: How organizations can improve support for management learning and development. *Journal of Management Development, 21*(3), 234-255.

Blackler, F., & Kennedy, A. (2004). The design and evaluation of a leadership programme for experienced chief executives from the public sector. *Management Learning, 35*(2), 181-203.

Bloom, B. S., (1971). *Handbook of Formative and Summative Evaluation of Student Learning.* New York: McGraw-Hill.

Burgoyne, J., & Reynolds, M. (1997). *Management Learning: Integrating Perspectives in Theory and Practice*. London: Sage.

Creswell, J. (1998). *Qualitative Inquiry and Research Design: Choosing Among Five Traditions.* Thousand Oaks, CA: Sage.

Federici, R. A., & Skaalvik, E. M. (2011). Principal self-efficacy and work engagement: assessing a Norwegian Principal Self-Efficacy Scale. *Social Psychology of Education, 14*(4), 575-600. doi: 10.1007/s11218-011-9160-4

Federici, R. A., & Skaalvik, E. M. (2012). Principal self-efficacy: Relations with burnout, job satisfaction and motivation to quit. *Social Psychology of Education.* doi: 10.1007/s11218-012-9183-5

Gall, M. D., Gall, J. P., & Borg, W. R. (2007). *Educational research: an introduction*. Boston: Allyn and Bacon.

Gosling, J. & Mintzberg, H. (2006). Management Education as if Both Matter. *Management Learning, 37*(4), 419-428.

Guba, E. G., & Lincoln, Y. S. (1989). *Fourth Generation Evaluation.* Newbury Park, CA: Sage.

Guba, E. G., & Lincoln, Y. S. (2005). Paradigmatic Controversies, Contradictions, and Emerging Confluences. In Denzin, N. K. & Lincoln, Y. S. (eds.). *Handbook of Qualitative Research*. Thousand Oaks, CA: Sage.

Hill, L. A. (2003). *Becoming a manager: how new managers master the challenges of leadership*. Boston, Mass.: Harvard Business School Press.

Huber, S.G. (2010). Preparing school leaders – international approaches in leadership development. In Huber, S.G. (ed.) *School Leadership – International Perspectives.* Dordrecht: Springer. 225-251.

Kirkpatrick, D. L. (1998). *Evaluating Training Programs: the Four Levels* (2nd ed.). San Francisco, CA: Berrett-Koehler

Leithwood, K., Patton, S. & Jantzi, D. (2010). Testing a conception of how school leadership influences student learning. *Educational Administration Quarterly, 46*, 671-706.

Lumby, J. Walker, A. Bryant, M, Bush, T. & Björk, L. (2009). Research on Leadership Preparation in a Global Context, In In Young, M. D., Crow, G., Murphy, J. and Ogawa, R. (Eds.). *The Handbook of Research on the Education of School Leaders.* London: Routledge.

Lysø, I. H. (2010). *Managerial Learning as Co-Reflective Practice: Management Development Programs – don't use it if you don't mean it.* Doctoral Thesis, Norwegian university of science and technology, Trondheim.

Lysø, I. H., Stensaker, B., Aamodt, P. O. & Mjøen, K. (2011). *Ledet til ledelse: Nasjonal rektorutdanning i et internasjonalt perspektiv.* Delrapport 1 fra Evaluering av den nasjonale rektorutdanningen. Oslo, NIFU Rapport 2012.

Mabey, C. (2012). Leadership Development in Organizations: Multiple Discourses and Diverse Practices. *International Journal of Management Reviews*.

Mintzberg, H. (2004a). *Managers Not MBAs: A hard look at the soft practice of managing and management development.* San Francisco: Berrett-Koehler Publishers.

Mintzberg, H. (2009). *Managing*. San Francisco: Berrett-Koehler Publishers.

Møller, J. & Schratz, M. (2008). Leadership Development in Europe. In Crow, G., Lumby, J. & Pashiardis, P. (Eds) *International Handbook on the Preparation and Development of School Leaders.* Erlbaum Publishing Company.

Møller, J., Sivesind, K., Skedsmo, G. & Aas, M. (2005). Skolelederundersøkelsen: Om arbeidsforhold, evalueringspraksis og ledelse i skolen. Oslo: UiO/ILS

Pallant, J. (2010). *SPSS survival manual a step by step guide to data analysis using the SPSS program* (4th ed.). Maidenhead: Open University Press.

Patton, M.Q. (2011). *Developmental Evaluation: Applying Complexity Concepts to Enhance Innovation and Use.* NY: The Guilford Press.

Reynolds, M. & Vince, R. (eds.) (2007). *The Handbook of Experiential Learning and Management Education.* Oxford: Oxford University Press.

Ringdal, K. (2007). *Enhet og mangfold: Samfunnsvitenskapelig forskning og kvantitativ metode*. Bergen: Fagbokforlaget.

Robinson, V., Hohepa, M. & Lloyd, C. (2009) *School leadership and student outcomes: Identifying what works and why* (Best Evidence Synthesis Iteration). Auckland: University of Auckland.

Schaufeli, W. B., & Bakker, A. (2004). UWES Utrecht work engagement scale. Preliminary Manual.

Stortingsmelding nr. 30 (2003-2004). Kultur for læring. Oslo: Statens Trykksaktjeneste

Stortingsmelding nr. 31 (2007-2008). *Kvalitet i skolen.* Oslo: Statens Trykksaktjeneste.

Seland, I., Olsen, M. S., Solem, A., Lysø, I. H., Aamodt, P. O. & Røsdal, T. (2012). *Spørsmål om tid. En studie av arbeidsbetingelser og tidsbruk for ledere av skoler og sykehjem.* Oslo, NIFU Rapport 18/2012.

Tabachnick, B. G., & Fidell, L. S. (2007). *Using multivariate statistics*. Boston: Pearson/Allyn and Bacon.

Utdanningsdirektoratet (2010). *Utdanningsspeilet: Tall og analyse av grunnopplæringen i Norge.*

Vibe, N. & Sandberg, N. (2010). *Spørsmål til Skole-Norge våren 2010. Resultater og analyser fra Utdanningsdirektoratets spørreundersøkelse blant skoler og skoleeiere* Oslo, NIFU STEP Rapport 14/2010.

Watkins, K. E. & Marsick, V. (1997). *Dimensions of the learning organization*. Warwick, RI: Partners for the Learning Organization.

Watson, T. J., & Harris, P. (1999). *The Emergent Manager*. London; Thousand Oaks, CA: Sage.

Winkler, I. (2010). *Contemporary leadership theories. Enhancing the understanding of the complexity, subjectivity and dynamic of leadership.* Heidelberg: Physica-Verlag (Springer).

List of Tables

List of Figures

Nordisk institutt for studier av
innovasjon, forskning og utdanning

Nordic Institute for Studies in
Innovation, Research and Education

www.nifu.no