# Successful Leaders for Successful Schools

## Building and Maintaining a Quality Workforce

**Report of the NASBE Leadership Development Study Group**

## NASBE
**National Association of State Boards of Education**

# Successful Leaders
# for Successful Schools

## Building and Maintaining a Quality Workforce

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CPRE
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## Building and Maintaining a Quality Workforce

As American children returned to school this fall, they were greeted by a new principal in about 20,000 of the public schools across the country—an astounding one out of five schools. Moreover, a disproportionate number of these new principals will lead schools in lower performing and more disadvantaged communities. The costs of this turnover are substantial: The School Leaders Network (2014) estimates that the average cost of identifying, preparing, and training a new leader is $75,000 per principal.

Increasingly, funders and developers of school leadership programs are articulating talent development frameworks, or leadership development pipelines, that conceive of school leadership development as identifying, recruiting, developing, monitoring, compensating, and retaining talented school leaders. However, states' systems to support leadership development have received relatively scant attention and resources. This gap spurred the National Association of State Boards of Education (NASBE) in partnership with the Consortium for Policy Research in Education (CPRE) to examine the problem from a state policy perspective and to offer a framework, guidance, and resources to enable states to develop and keep effective school leaders.

## Evidence That Quality and Stability Matter

A large and growing body of evidence over the past several decades has shown that school leadership is a key factor in improving school performance and student outcomes.[1] While few studies can directly connect principal leadership to student learning because of the distance between school leader actions and student outcomes, a number of sophisticated studies have traced the indirect influences of school leadership on student learning, which is often mediated through school culture, organizational processes, and instructional support.[2]

Research has further excavated many important attributes of effective leadership practice, which have subsequently been incorporated into leadership standards. This research base provides a foundation for the essential tasks of developing, monitoring, and sustaining a collective vision for

school improvement[3]; the necessary contribution of building a supportive school culture and strong instructional programs[4]; and the critical importance of managing an effective, fair, and accountable school organization.[5] These studies can usefully guide efforts to develop systemic supports and leadership capacity.

Despite the evidence on the importance of school leadership, the principal labor market is remarkably unstable. Gates et al. (2003) and DeArmond and Ouijdani (2012) have found that the principal labor force is aging; Papa (2007) and Battle and Gruber (2010) have found that turnover is high—approximately 20 percent a year; Battle and Gruber also found that there are school leader shortages, particularly in high-poverty areas; and Beesley and Clark (2015) show that school leadership quality is inequitably distributed across communities with different socioeconomic profiles.

Turnover is also of concern. Branch, Hanushek, and Rivkin (2009) suggest there are declines in student achievement in the year after a principal leaves, particularly in lower performing schools, and educational inequality is thus exacerbated (Partlow 2007). Finally, Beteille, Kalogrides, and Loeb (2009) show that teacher turnover increases when there is principal turnover.

There are important policy areas where further empirical evidence would provide much-needed guidance to state-level policymakers. Such inquiries would examine the effectiveness of different leadership professional development theories and programs, the benefits and implications of different models of school leader accountability, approaches to broadening the leadership base beyond school principals and other formal leaders, and the efficacy of some of the promising leadership pipeline models like those being implemented with Wallace Foundation support in different district contexts.

## Decision Making on State Leadership Development

State policymakers can build a coherent system of policies, procedures, and guidance to improve the quality of school leadership in their state. Since state contexts and governance structures vary, the division of authority within the state education system will likewise vary. Some state boards of education have full authority over all areas of the leadership development spectrum—establishing principal standards, setting the criteria and approval process for principal preparation programs, issuing licenses to principals, outlining the

evaluation procedures used to measure principal effectiveness, and prescribing ongoing professional learning requirements for principals. Others have a limited scope of authority or only advisory roles in many of these areas.

Despite the differing roles that state boards of education play in crafting and enacting policy, all boards have other means of influencing leadership development. In addition to the power of policy, state boards have the power of the question and the power to convene. When used effectively, these three powers will yield a fourth and powerful authority: the power of collective voice (figure 1).



**Figure 1. State Board of Education Authority**

**Power of Policy:** the authority to officially adopt and enact rules and regulations to govern an area of the education system. The development of policy is often referred to as rule making.

**Power of the Question:** As a governmental body, a state board of education has the authority to ask agencies, individuals, or organizations for information, updates, and assistance on any matter regarding the education system.

**Power to Convene:** There is great power in collaborative conversations among multiple stakeholders on any issue. State boards of education often find it useful and powerful to convene meetings for the purpose of discussing issues and collaboratively working toward solutions involving the education system in areas where the board retains policy authority as well as where it does not.

**Power of Collective Voice:** A state board of education speaking in unison with one voice is a powerful tool but only when that voice supports well-reasoned policy developed in collaboration with all stakeholders. The power of collective voice is exercised only as the result of strategic use of the preceding three pillars of authority.

State boards of education must take full advantage of all areas of policy over which they have authority. If policy authority for any portion of the leadership development process lies with another agency, the state board must boldly ask the appropriate questions and convene the right stakeholders to ensure that there is a seamless and effective process for matching all schools with highly qualified, strong instructional leaders.

## State Leadership Development Policy Framework

To guide state boards of education as they consider state-level policy actions around leadership development, the NASBE study group members, in concert with CPRE, developed a State Leadership Development Policy Framework, a conceptual way for state leaders to think about how their states can support development of a stronger school leadership workforce (figure 2). This framework can also help state boards identify which levers and processes can guide their work, given their context and governance structure. When considering the various components of the framework, state boards must determine where their real authority lies and move to employ the most effective means possible to develop and deploy policies regarding leadership development.
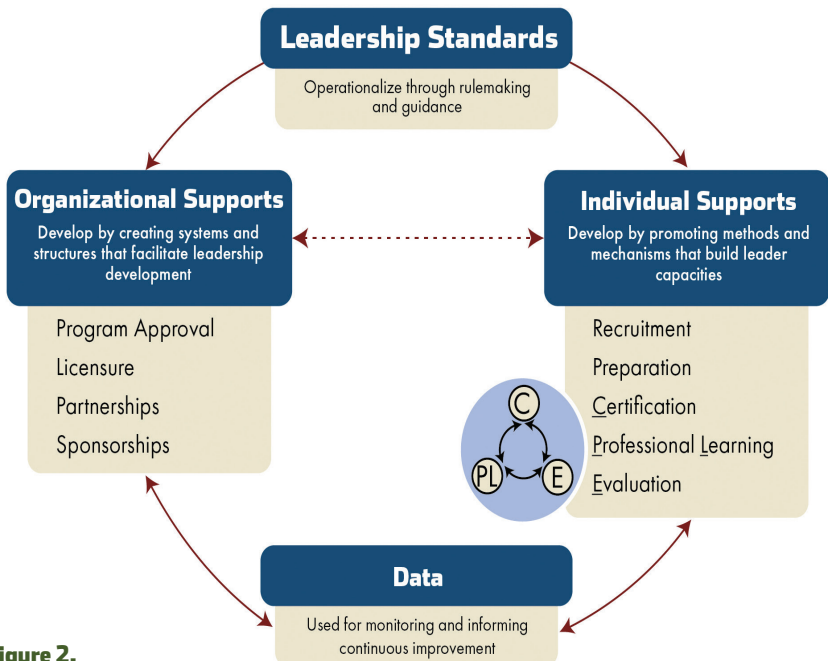


**Figure 2.**

The framework for assessing the ways and extent to which states support leadership development through state policy is shown in figure 2. It is grounded in a set of standards for leadership behavior and practice and seeks to operationalize these standards through rules, guidance, or other incentive systems or structures.

For a leadership development system to be effective, it must be based upon a uniform and well-articulated set of leadership standards. These standards comprise the expectations and required competencies for school leaders and therefore drive all other components outlined in the framework. It is essential that state boards of education spend adequate time and resources to develop or adopt standards that clearly define the expectations they have for school leaders before moving forward with other components of the system.

The National Policy Board for Educational Administration (NPBEA) provides a set of educational leadership policy standards known as the Interstate School Leaders Licensure Consortium (ISLLC) standards. These standards describe the functions of effective educational leadership, and state boards can use them as a model for developing state standards for improving the educational leadership profession. The current ISLLC standards were adopted in 2008. A working group of education professionals has been working to finalize a refreshed set of standards that aim to ensure school leaders can improve student achievement and meet more rigorous student learning standards. Draft versions of the updated standards were released for public comment in 2014 and 2015, which the NPBEA expects to consider for adoption in October 2015. Many state boards have found ISLLC helpful in developing state-specific standards.

Support for the operationalization of standards comes in two forms. First, states may develop a set of *organizational* supports for leadership standards, which include a range of systems and structures to facilitate leadership development (the left side of the framework). Second, states may develop a set of supports to facilitate the capacity building of *individual* leaders (the right side).

Once a state board has established strong leadership standards, the work of implementation begins. Leadership standards are operationalized in two forms: organizational and individual supports. The organizational structures provide the systemic infrastructure for developing leaders while the

individual structures provide equitable access to the system for those within the pipeline as candidates or practitioners.

Organizational supports are systems and structures that facilitate leadership development: program approval, licensure, partnerships, and sponsorships. Program approval and licensure articulate a pathway for individuals to enter the educational leadership workforce. Program approval and licensure are inextricably linked in that most state boards of education establish both the approval process for institutional programs that prepare leaders and also establish the licensure requirements for leaders. These two processes operate hand in glove. It is essential that the leadership standards form the basis of the preparation program and the licensure process. State boards must constantly be asking themselves if they are preparing and licensing leaders who can lead a school to achieve the rigorous college and career standards they have set for students.

Partnerships and sponsorships provide the conduit through which candidates can better access these pathways. States may facilitate leadership development by partnering with a variety of organizations to support leaders, by sponsoring leadership development experiences for practitioners within their borders, or both. One good example of a successful partnership system is LEAD Connecticut, a collaboration of the Connecticut State Department of Education, Connecticut institutes of higher education, the Connecticut Association of Boards of Education, and national organizations. The collaboration supports statewide efforts to recruit, select, prepare, support, and retain educational leaders. Prospective school leaders complete a full-time residency within high-need schools under the mentorship of a current turnaround principal. During their residency, candidates take on specific leadership responsibilities and develop leadership competencies. Participants attend weekly seminars and interact with experts in the field.

States may also directly develop educational leaders by recruiting professionals into the field, by developing their own leadership preparation programs, and by making decisions to license and/or certify individual leaders. States may also directly support current or future leaders through the direct delivery of capacity-building experiences. They may build mechanisms to directly evaluate individual educational leaders. (The small circle within the framework diagram in figure 2 serves as a reminder of the interrelationship of certification, professional learning, and evaluation.)

Finally, data should guide a coherent state leadership development system. To that end, states should collect and analyze a range of data indicators of leadership preparation and practice to track ongoing improvement of leadership capacity. State longitudinal data systems and data warehousing sources in each state are rich sources of information. While the data available to a state board of education will vary widely among states, it is essential for boards to be armed with accurate information in order to maintain an effective leadership workforce. Two primary data sets should be considered. First, data on student populations and migrations will inform boards of where leaders will be needed. Second, information on current licensure applications and program enrollment will indicate where current and future leaders are located. When combined, these two data sets can assist boards in their recruitment and retention efforts.

As state boards consider the effectiveness of school leaders, data regarding school performance are also helpful. Using statewide educator evaluation results, Wisconsin is disaggregating its principal evaluation data to determine the areas of leadership in which their principals need support. As the state identifies areas of need, they are convening stakeholders and leading the conversation across the state to provide support and outreach to principals in order to strengthen leadership capacity. Initial results from the statewide pilot and the first year of implementation indicate that school leadership does in fact matter.[6] (Additional examples of data use will be included in a state-by-state landscape report released as a companion document to this report.)

The framework represents a cyclical process that illustrates the mutual support and interplay among the various components. Regardless of the governance structure and context in each state, there are certain concrete actions that all state boards of education can take to ensure that all schools are led by well-prepared and highly qualified school leaders. These actions should be undertaken as a collaborative effort across the entire educational community—regardless of where policy authority lies. All players in the principal pipeline must be included as critical partners to facilitate a seamless process from recruitment, to preparation, to licensure, to induction all the way through evaluation and support.

While the State Leadership Development Policy Framework is useful as a stand-alone tool, it is best when considered as a substructure to NASBE's Framework for Leading a Standards-Based System (Hull 2014). As
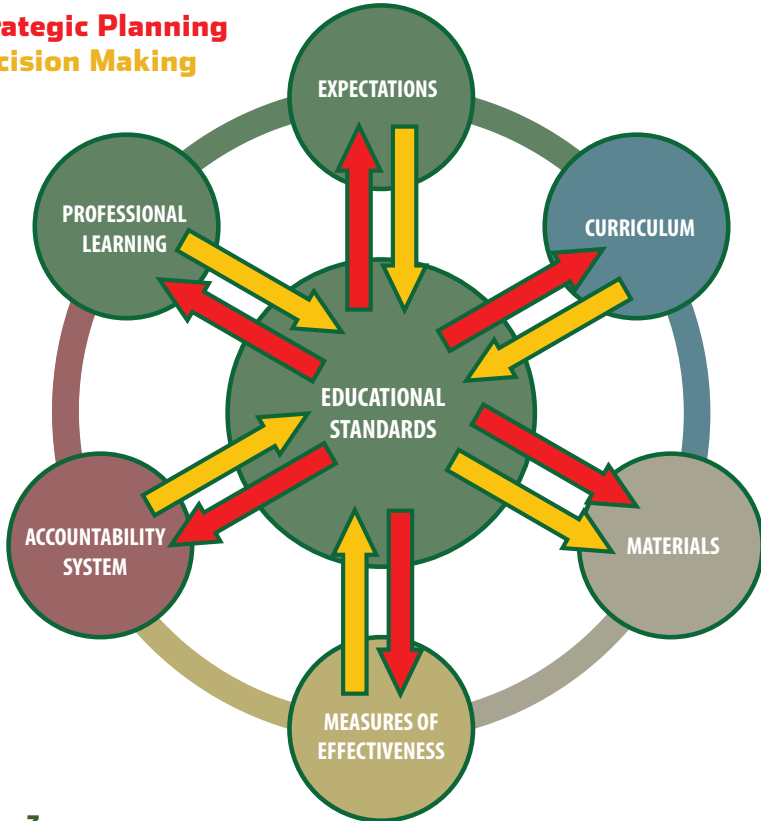
**Strategic Planning**
**Decision Making**



**Figure 3.**

illustrated in figures 3 and 4, high-quality, rigorous academic standards for students must remain at the center of all policy work state boards undertake, including leadership development. Therefore, all considerations for leadership development standards should be in full support of academic standards. An aligned standards-based system will produce more effective policy implementation and hence better standards implementation. In a standards-based system, learning standards cannot be adopted or implemented in isolation. They must be the hub of all other education system components, permeating all other system functions and serving as the lens through which state board members view all policy design and development. As is true for all board functions, when leadership standards are developed, a board must keep learning as the primary focus and hold itself accountable for the ultimate goal of developing students who are ready for college, careers, and civic life.
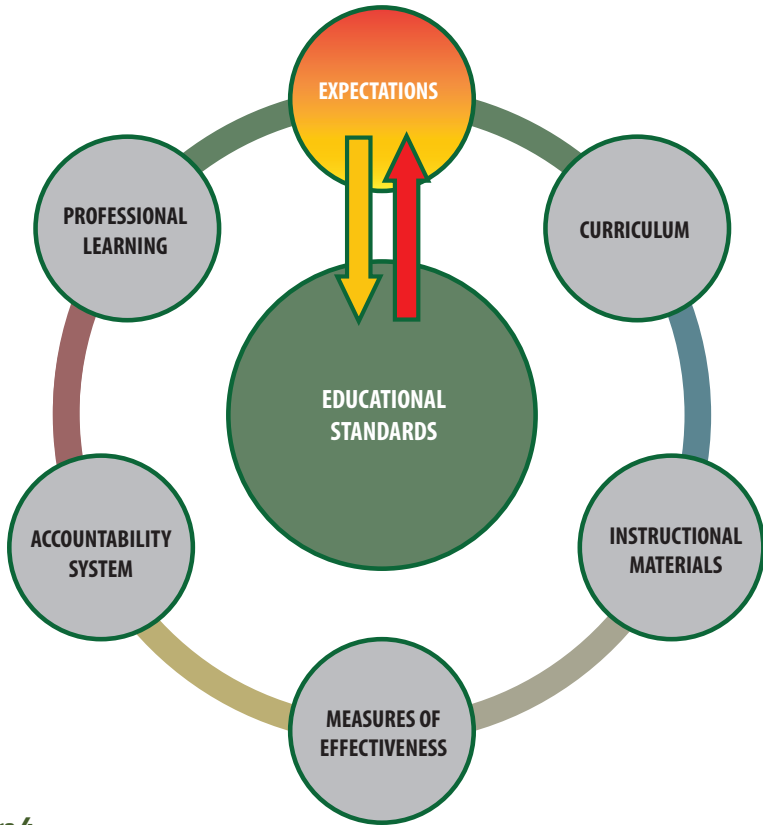
**Figure 4.**

## Leadership Development for Rural Schools

Most cases studies and research dealing with leadership development have centered on large urban districts charged with educating diverse and mostly high-poverty populations. While many of the findings and recommendations for these studies can apply to dissimilar settings, study group members were particularly interested in investigating effective leadership development programs designed for rural areas.

The NASBE study group report on rural education notes that many of the incentives designed to draw and retain teachers for rural schools are also needed in the case of principals (Parsi, forthcoming). It takes a special person to be a rural principal, a role often requiring multiple hats—teaching, counseling, and in some cases bus driving—and such an individual is often forced to manage a building rather than lead instruction. More and more, states are en-

abling principals to see instructional leadership as their primary function. For example, the ISLLC standards include a number of skills of particular importance to rural administrators: setting a widely shared vision for learning; collaborating with community members; and understanding, responding to, and influencing the political, social, legal, and cultural context of an area.

Four examples of highly effective educational leadership programs that target rural leadership development were presented to the study group for review: Northeast Leadership Academy (NC), Principal Leadership Development Program Demonstration Project (WV), Master Principal Program (AR), and the Mississippi School Administrator Sabbatical Program.

**North Carolina: Northeast Leadership Academy.** The goal of Northeast Leadership Academy 2.0 (NELA 2.0) is to increase student achievement by preparing and retaining principals and assistant principals to serve as instructional leaders in rural, high-poverty, hard-to-staff, and historically low-performing schools. NELA 2.0 creates an inclusive leadership development program and succession plan for a consortium of 13 high-need school districts throughout the state. The learning elements in NELA 2.0 are anchored in research-based best practices in leadership preparation and are designed to meet the specific leadership needs of rural school leaders serving North Carolina.

**West Virginia: Principal Leadership Development Program Demonstration Project.** Begun in 2015, Building Leadership Capacity in Rural West Virginia is a five-year principal leadership development demonstration project funded by the US Department of Education Office of Innovation and Improvement. The School Leadership Program (SLP) assists high-need rural educational agencies (LEAs) in recruiting, training, and supporting principals and assistant principals. The overall goal of the SLP is to increase student achievement by investing in innovative projects that prepare aspiring principals and provide professional development and support to current principals to foster development of leadership skills based on the ISLLC standards.

**Arkansas: Master Principal Program.** The purpose of the Master Principal Program is to provide training and opportunities that expand the knowledge base and leadership skills of public school principals. The Arkansas Department of Education (ADE) and the Arkansas Leadership Academy jointly determine the criteria for selection of candidates, review

and modify the areas of performance, and develop rigorous assessments. Selected through a rigorous application process, master principals receive professional development, support, and networking opportunities with fellow master principals throughout their tenure in the program. The ADE provides financial incentives on a yearly basis to master principals serving full-time in Arkansas public schools as well as those who are selected and agree to serve in high need schools.

**Mississippi School Administrator Sabbatical Program.** A task force report, in concert with lobbying efforts of Delta State University and state education officials, contributed to the state legislature's creation of the Mississippi School Administrator Sabbatical Program in 1998. The sabbatical program serves as the state's major recruitment initiative. School districts may grant qualified teachers a one-year leave of absence to participate in an approved full-time administrator preparation program. Participants receive their regular salary and benefits in exchange for a five-year commitment to serve as administrators in their sponsoring school districts. The Mississippi legislature approved six universities for participation in the program: Delta State, Jackson State, the University of Mississippi, the University of Southern Mississippi, Mississippi College, and Mississippi State.

## Nontraditional Leadership Development Programs

In addition, study group members explored nontraditional programs that offer alternative routes for developing both rural and nonrural school principals. The nontraditional programs included National Institute for School Leadership, New Leaders, New York City (NYC) Leadership Academy, and the Woodrow Wilson National Fellowship Foundation.

**National Institute for School Leadership.** The National Institute for School Leadership (NISL) provides training for aspiring, novice, and veteran school leaders. NISL works with 21 states and approximately 50 districts to train aspiring leaders, current principals, and school leadership teams. NISL emphasizes leadership knowledge and skills, teaching and learning, and content knowledge. The program delivers leadership training through 13 two-day units. Typically, cohorts of 15 to 45 participants are trained using simulations, job-embedded learning, case studies, and 360-degree leadership assessment tools.

**New Leaders.** Founded in 2000, New Leaders is a national nonprofit leadership development organization that has trained nearly 800 school

leaders in urban districts across eight states. New Leaders provides three levels of leadership development: Emerging Leaders, Aspiring Principals Program, and Principals Institute. Training focuses on four leadership domains: personal leadership, adult and team leadership, cultural leadership, and instructional leadership. Recently, New Leaders partnered with Teach for America to develop the leadership skills of managers of teacher leader development in New Leaders partner sites.

**New York City (NYC) Leadership Academy.** NYC Leadership Academy was modeled after the General Electric management training program developed by Jack Welch. For over 10 years, NYC Leadership Academy has been training aspiring principals in three phases. First, participants are immersed in a six-week summer institute. Second, they participate in a six-month school-based residency with an experienced principal as a mentor. Third, participants transition into a leadership position in the NYC schools. All participants must commit to serving in New York City for five years. NYC Leadership Academy provides sitting principals with job-embedded support through specialized coaching. Currently, about one in six of New York City's 1,600 school principals is an NYC Leadership Academy graduate. NYC Leadership Academy also helps school districts and state education agencies in 25 states to develop their school leadership programs.

**Woodrow Wilson National Fellowship Foundation.** The Woodrow Wilson MBA Fellowship in Education Leadership recruits and prepares outstanding leaders for schools and districts in Indiana, New Mexico, and Wisconsin. The 15-month fellowship program provides aspiring school leaders an integrated business and education curriculum, school-based leadership experience, and individual mentoring. A school leader nominates applicants to the program who then attend the partner university in their state. Fellows receive a stipend for tuition and commit to serve their districts in a leadership capacity for three years.

Other promising practices and policies that states and districts are implementing to support leadership development can be viewed in State Leadership Development Policies: A Comprehensive Analysis of 50 States and Territories (Newman, forthcoming). This report, conducted by CPRE in partnership with NASBE, features data from interviews with state board members and state education agencies about their states' policies and practices. Interview questions focused on the identification, recruitment, preparation, licensure, accreditation, support/retention, evaluation, and

monitoring/data of the leadership development process for school leaders in their states. State Leadership Development Policies: A Comprehensive Analysis of 50 States and Territories serves as a valuable resource for state policy makers as it highlights current leadership development policies and promising practices across the nation.

## Learning from Our Colleagues

In June 2015, the NASBE leadership study group assembled a panel of experts from seven national organizations actively involved in school leadership development on a national, district, and local level. The meeting represented the first time in memorable history that all these groups gathered to discuss the need for a cohesive approach to leadership development. As one panelist commented afterward, "This was a historic moment in which this group set the norms for what leadership development is and needs to become in our nation. No longer will we be working in isolation of the opinions of others committed to this work."

Jonathan Supovitz, co-director of the Consortium for Policy Research in Education, moderated the panel. Participants included the following:

- **Richard Laine, division director,** Education Division, National Governors Association (NGA)

- **Lee Posey, director,** Education Committee, National Council of State Legislatures (NCSL)

- **Francis Eberle, deputy executive director,** National Association of State Boards of Education (NASBE)

- **Holly Boffy, director of teacher and leader development,** Council of Chief State School Officers (CCSSO)

- **Thomas J. Gentzel, executive director,** National School Boards Association (NSBA)

- **MaryAnn Jobe, director,** Education and Leadership Development, American Association of School Administrators (AASA)

- **Kelly Pollitt, chief strategist, policy and alliances,** National Association of Elementary School Principals (NAESP)

- **Amanda Karhuse, director of advocacy and government relations,** National Association of Secondary School Principals (NASSP)

Excerpts of the two-hour panel are provided here, with a full transcript available on the NASBE website.

### How can state policymakers better balance capacity and accountability?

**Holly Boffy, CCSSO:** Accountability plays a role, but we have to find that balance. How do we lead the conversation and involve legislators and others? We have to lead the conversations, and we have to find systems that are driving continuous improvement. It is not about hiring a principal and expecting them to lead a school. It is about figuring out how you create structures that allow for your systems to be continuously improving. We do not have that in place for our teachers or leaders. Accountability is very important from the CCSSO perspective. Our core values are impact on kids, service to chiefs, and accountability. For a long time, we've led with accountability; I think we need to accept the role of it without letting the pendulum swing back with this pushback in accountability. We need to figure out what our strategies are going to be to drive improvement for our teachers and leaders.

**Kelly Pollitt, NAESP:** We need to underscore the importance of a strong leader and the correlation to teacher quality when we think about how we advocate for principals and build those systems to support them. Those systems are directly linked to a larger system, with a holistic approach to contextualize the recruitment, the preparation, and the job-embedded support for principals. So while you have the systems and the programs in place, one part can be developed in haste or short-changed. [The importance of] contextualizing programs for leaders as they are put in place within systems would be a point I want to underscore; you really have to bring them to the table.

### How is your organization supporting a leadership pipeline, and what recommendations do you have for state boards as they craft policy? What critiques do you have for this system? What do we need to work on most?

**Richard Laine, NGA:** From the state board's perspective, they own parts of the system. Before you pick your favorite point on the pipeline, I advo-

cate talking about all the points on the pipeline. You can pick very good principal standards and mess it up by putting in evaluations that have 50 to 60 percent of the weight on student performance. Understand who owns the various parts of [the pipeline]. It is your role as a state board to show how the system works, show that boards have an overlapping self-interest to move people through the system. The job of the principal is constantly learning. If you don't build the structure for that person to build the team and you don't have the time to do it, that person won't be able to do their job because it's all about leading change.

**Lee Posey, NCSL:** Legislators see this as a system [in which] the pieces should work together. [But] in the time crunch of wanting to do something, they focus on particular issues instead of the system. For example, right now they are looking to identify good leaders in the system and work to retain them because that's an immediate thing they can do within the workforce. They feel like teacher evaluation is covered by the Board of Regents, this big and scary thing. When they look at the ways people become leaders and the many paths to certification and alternative paths—that's really hard for them to grasp sometimes. Maybe state boards of education can play a role in looking at some of these and ensure that we have clear standards and expectations—no matter which route you come up through to be a leader. I think legislators would be supportive of that work. That coordinating role is something that could be important.

**We are in an era of experimenting with different leadership accountability systems and thinking about different approaches. What have you learned are some of the attributes of effective and constructive evaluation systems?**

**MaryAnn Jobe, AASA:** Principal and leader evaluation systems need to be aligned with a professional growth system. These systems need to have a lot of components: how well an individual is prepared for the position, replacement planning, [and] succession planning, where the district and especially the state look at how many districts have new superintendents coming into their districts. This year we're going to replace 3,000 out of 13,000 superintendents, and that doesn't take into account the assistant superintendents and others in central offices. We're finding that districts are pulling those highly qualified leaders from each other. They're going across the river from Maryland to Virginia. We're seeing huge issues in Illinois and Wisconsin, where a lot of the leadership are going elsewhere. State

boards should be thoughtful in considering what succession management looks like for their states.

**Thomas Gentzel, NSBA:** This is a systems issue. It's about how we make the system work horizontally and vertically. Turnover is part of it. It's very difficult to build teams when the workforce is turning over. What's the school board's role in setting a policy framework that supports hiring practices that are inclusive? The hiring practices tend to be locally focused; principals tend to develop out of that school. [So] hiring policies take this thinking into account. We need a common understanding about what the term accountability ought to mean. On what basis should states [and districts] be held accountable? I think we all agree that it ought not be based on tests. I think we're all held accountable every single day. But we've got to get a sense of the headwinds that districts encounter.

**Being a secondary school leader entails being an instructional leader for teachers with subject-matter specialization. How does your organization think about that challenge? What do you think state leaders should do to support instructional leaders?**

**Amanda Karhuse, NASSP:** The number one issue is implementing new teacher evaluation systems. Principals care deeply about this, and they're excited about being among the students and teachers. They find the time piece very challenging. We have the advantage of more assistant principals at the high school level. The number of observations and how much time they need to spend on each one and the amount of paperwork they have to file afterward—we're finding that [principals] need more capacity [for having] more conversations with teachers after the observations.

## Actions State Boards of Education Can Take

Based on its year-long study of leadership development outlined in this report, the NASBE Study Group on Leadership Development recommends three core actions that all state boards of education should consider as they develop and implement a comprehensive system of policies and supports for principal leadership. These recommendations are represented in the State Leadership Development Policy Framework (figure 2) and should be considered in the context of individual states' governance models and authority structures. Regardless of state-specific complexities, all state boards of education are encouraged to examine current policies, programs, and practice comprehensively, systemically, and strategically.

Guiding questions to facilitate discussion and examples accompany the core actions we recommend:

## Core Action 1. Conduct a comprehensive scan of the current status of school leadership capacity in your state to determine areas of greatest need.

*Guiding Questions*

- What does the current principal labor market look like in your state? Are populations growing or declining (suggesting future shortages or excess)? What do you know about the tenure and turnover of current school leaders? Do these trends vary across your state? To answer these questions, you need to know how and where your state captures such information. Texas's Public Education Information Management System, for example, is one of the largest education databases in the world. It provides a wealth of information about the workings of 1,200 districts and charters, as well as the Texas Education Agency. The information and other data are used to create reports on topics such as student performance, human capital, spending, and implementation of legislation.

- Are there equity issues within your leadership workforce? Are your most experienced and best leaders in schools that most need their expertise? Oregon is one state that is striving to embed equity and cultural competency into school leader preparation coursework. The Oregon Education Investment Board has developed the Oregon Education Investment Board Equity Lens for its educational programs.[7]

- Do you have a longitudinal data system? If not, it may be time to build one. California's DataQuest is a dynamic system that provides reports about California's schools and districts based on school performance indicators, student and staff demographics, test results, and expulsion, suspension, and truancy rates. Data are presented so that users can easily compare schools, districts, and counties.[8]

## Core Action 2. Examine how your state builds capacity for school leadership.

*Guiding Questions*

- What kinds of organizational supports do you provide? New Hampshire, for example, is creating virtual networks for new teachers and principals

to collaborate and share their grade-level, subject-area, or school leadership challenges and perspectives.[9]

o   Do you have guidelines for leadership preparation programs? For examples, refer to the Center for the Evaluation of Educational Leadership Preparation and Practice or the Reform Support Network's Promising Practices in Approving and Renewing Principal Preparation Programs.[10]

o   Are program requirements based upon student achievement outcomes and aligned to learning standards? The Center for Public Education (CPE) has developed data-driven decision-making tools to identify and prioritize areas that most need attention. The tools use a decision-making process that CPE developed in partnership with state school board associations in California, Illinois, and Michigan.[11]

o   What does your licensure and relicensure system look like? The Tennessee Department of Education offers three role-specific induction academies—one for supervisors, one for principals, and one for assistant principals. All beginning leaders must successfully complete an induction academy to advance from a beginning administrator license to a professional administrator license. Participants attend four two-day sessions over two years. During the academies, principals design and implement a professional learning plan aligned to the Tennessee Instructional Leadership Standards. They also earn credit toward certificate renewal and advancement.[12] And Mississippi requires evidence of learning for their professional development instead of hours.

o   Are licensure exams aligned with current standards and school leadership accountability systems? Florida Educational Leadership Examination (FELE) 3.0 was released in January 2014 and is aligned with the 2011 Florida Principal Leadership Standards.[13] What partnerships, if any, does your state have with leadership development providers, and how are those leadership programs supported and approved? Bright New Leaders for Ohio is an example of a joint effort among the Ohio Business Roundtable, Ohio Department of Education, and The Ohio State University Fisher College of Business. This program trains future principals to work

in Ohio's most challenging schools. Previous experience in education is not required.[14] The Arkansas Leadership Academy is a nationally recognized nonprofit whose mission is to develop and support leadership capacity that fosters equity and excellence in education. Working with 51 partners across the state, the academy embraces and models a collaborative learning and work culture to facilitate the development of high-performing individuals and organizations.[15]

- o What indicators of effectiveness are in place for those partnership programs? The Partnership Effectiveness Continuum (PEC) was created by the Education Development Center to assist school districts and professional development programs find and develop metrics that lead to effective partnerships. Different sets of tools and protocols are used to encourage cooperation between program providers and districts. Progress is measured against clearly defined standards that facilitate new partnerships and strengthen existing collaborative efforts.[16]

- What kinds of supports does the state provide for individual school leaders?

  - o Are there ways to identify and recruit talented educators into the principalship?

  - o Does the state directly license and certify school leaders? Is this system aligned with current standards and school leadership accountability systems? A 2012 study by The Bush Center's Alliance to Reform Educational Leadership State Policy Project compiled survey data on leadership development components from all 50 state education agencies. A downloadable profile and the raw survey data are available for each state.[17]

  - o How does your state help school leaders develop leadership skills and capacity? Do you provide professional development? Do you sponsor networks? The North Carolina Department of Public Instruction has partnered with local districts and professional organizations to offer READY Principals, a professional learning initiative for school leaders. The program focuses on leveraging strategic and cultural leadership to close the achievement gap by

building capacity and instructional leadership practices. Participants engage in a tiered analysis of data and practice to address the performance of their schools, professional learning communities, and individual teachers. Principals collaborate with colleagues and department staff through strong, consistent implementation of the North Carolina Educator Evaluation System.[18]

o    Do you provide incentives for highly qualified candidates to enter the leadership pipeline? The Arkansas Department of Education (ADE), for example, pays $9,000 annually for five years to master principals serving full time in Arkansas public schools and $25,000 annually for five years to selected master principals who agree to serve in high need schools.[19]

o    Do you have a comprehensive teacher leadership program that identifies quality candidates for the leadership pipeline? One such program is the Teacher Leadership Initiative (TLI), a joint endeavor of the National Education Association (NEA), the Center for Teaching Quality (CTQ), and the National Board for Professional Teaching Standards (NBPTS). TLI is a comprehensive effort to recruit, prepare, activate, and support teachers to lead a transformed profession. Approximately 450 teachers across 13 states have participated in the pilot.[20]

o    How do your districts use evaluations to ensure principals are effectively performing their responsibilities? Wisconsin Educator Effectiveness (WIEE) System identifies school leaders' strengths and weaknesses. The system validates context, role, environment, and results with meaningful, individualized, and actionable feedback. Wisconsin has worked to align its system to research and best practice, leading to educator growth and ultimately improved student outcomes.[21]

## Core Action 3. Align and connect the leadership support offerings in your state.

### Guiding Questions

- States have experienced varying evolutions of the components of their leadership development systems. Is there alignment between the different components of leadership development and support in your

state? This is the focus of The Wallace Foundation's Principal Pipeline Initiative, a six-year effort to train, hire, and support talented principals. In a series of eight videos, the superintendents of these districts discuss details of their effort and lessons they have learned about cultivating partnerships, developing assistant principals, and supporting principals in the context of their districts and states.[22]

- Do different offices regularly communicate and share information with each other? The Center on Reinventing Public Education has created materials that can help state policymakers develop and support a principal corps. CRPE's State Principal Data Guide includes metrics that can guide good decisions regarding the supply and training of school leaders. Its Principal Pipeline Framework can help states prioritize and adopt an array of policies that can attract and make the most of strong principal talent to support the needs identified in the data.[23]

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## Additional Resources

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## Appendix:
## Study Group Topics and Presenters
### January 23–24, 2015

1.  The relationship between accountability and school leadership, discussion with Dr. Jonathan Supovitz, co-director, CPRE.

    - Richard R. Elmore. 2008. "Leadership as the Practice of Improvement." Chapter 3 in Beatriz Pont, Deborah Nusche, David Hopkins, eds., *Improving School Leadership Volume 2: Case Studies on System Leadership*. Geneva: OECD.

    *http://www.oecd.org/edu/school/44375122.pdf.*

2.  Promising approaches to leadership development from an international perspective.

    - Jonathan Supovitz. 2014. "Building a Lattice for School Leadership: The Top to Bottom Rethinking of Leadership Development in England." Research Report (#RR-83). Philadelphia: Consortium for Policy Research in Education, University of Pennsylvania.

    *http://www.cpre.org/sites/default/files/researchreport/2027_leadership-england.pdf.*

3.  Research overview of school leadership development in the United States, discussion with Bobbi Newman, researcher, CPRE.

4.  State snapshots of school leadership policies, discussion with Bobbi Newman, researcher, CPRE.

    - Kerri Briggs, Gretchen Rhines Cheney, Jacquelyn Davis, and Kerry Ann Moll. 2013. *Operating in the Dark: What Outdated State Policies and Data Gaps Mean for Effective School Leadership Special Report.* Dallas: George W. Bush Institute.

    *http://www.bushcenter.org/sites/default/files/GWBI-Report_Op_inthe_Dark_v23v-LR_0.PDF.*

5.  Identifying key issues, policy impact points, and possible action, discussion with Robert Hull, director of College, Career, and Civic Readiness, NASBE.

6.  State and local frameworks and policies that influence leadership development, discussion with Robert Hull, director of College, Career, and Civic Readiness, NASBE.

## March 22, 2015

1.  Lessons from The Wallace Foundation's Principal Pipeline Initiative, presented by Brenda Turnbull, Policy Studies Associates.

    - Turnbull, Brenda J., Derek L. Riley, Erikson R. Arcaira, Leslie M. Anderson, and Jaclyn R. MacFarlane. 2013. *Building a Stronger Principalship, Vol. 1: Six Districts Begin the Principal Pipeline Initiative*. Washington, DC: Policy Studies Associates. Inc.

    *http://www.wallacefoundation.org/knowledge-center/school-leadership/principal-training/Pages/Six-Districts-Begin-the-Principal-Pipeline-Initiative.aspx.*

    - Turnbull, Brenda J., Derek L. Riley, and Jaclyn R. MacFarlane. 2013. *Building a Stronger Principalship, Vol. 2: Cultivating Talent through a Principal Pipeline*. Washington, DC: Policy Studies Associates. Inc.

    *http://www.wallacefoundation.org/knowledge-center/school-leadership/principal-training/Documents/Building-a-Stronger-Principalship-Vol-2-Cultivating-Talent-in-a-Principal-Pipeline.pdf.*

    - Turnbull, Brenda J., Derek L. Riley, and Jaclyn R. MacFarlane. 2015. *Building a Stronger Principalship, Vol. 3: Districts Taking Charge of the Principal Pipeline*. Washington, DC: Policy Studies Associates Inc.

    *http://www.wallacefoundation.org/knowledge-center/school-leadership/principal-training/Documents/Building-a-Stronger-Principalship-Vol-2-Cultivating-Talent-in-a-Principal-Pipeline.pdf.*

2.  Voices from the field: Prince George's County Public School System, presented by Monique Whittington Davis, deputy superintendent of schools, and Doug W. Anthony, executive director of the office of talent development.

3.  Voices from the field: Denver Public Schools, presented by Mikel Royal, director of school leader preparation.

4.  How social media is changing the politics in education, presented by Dr. Jonathan Supovitz, Co-Director, CPRE.

    *http://www.hashtagcommoncore.com/*

## April 2015, Webinar

1.  Intelligent partnering for leadership development, presented by Don Peurach, University of Michigan.

## May 2015, Webinars

2.  Evaluating school leaders and improving current principal evaluation systems, presented by Jason A. Grissom, Vanderbilt University.

3.  The coaching model of leadership development and its impact on state policy, presented by Peter Goff, School of Education, University of Wisconsin.

## June 19–20, 2015

1.  Learning from our colleagues, moderated by Jonathan Supovitz, co-director, CPRE.
    **Panelists:**
    - NGA: Richard Laine, division director, Education Division

    - NCSL: Lee Posey, director, Education Committee

    - NASBE: Francis Eberle, deputy executive director

    - CCSSO: Holly Boffy, director of teacher and leader development

    - NSBA: Thomas J. Gentzel, executive director

    - AASA: MaryAnn Jobe, director, education and leadership development

    - NAESP: Kelly Pollitt, chief strategist, policy and alliances

    - NASSP: Amanda Karhuse, director of advocacy and government relations

2.  Nontraditional pathways and programs: exemplars and examples.

    - New Leaders: Benjamin Fenton, chief strategy officer and co-founder

    - Leading Educators: Nikki Diamantes, chief of staff and deputy executive director

    - Big Picture Learning: Elliot Washor, co-founder and co-director

    - Woodrow Wilson National Fellowship Foundation: Patrick Riccards, chief communications and strategy officer

## Notes

[1]See, e.g., Purkey and Smith (1983); Hallinger and Heck (1998); Leithwood et al. (2004); Robinson, Lloyd, and Rowe (2008).

[2]See, e.g., Witziers, Bosker, and Krüger (2003); Supovitz, Sirinides, and May (2010).

[3]See Purkey and Smith (1983); Silins, Mulford, and Zarins (2002); Leithwood and Jantzi (1999); Knapp et al. (2006).

[4]See Leithwood et al. (1996); Heck and Hallinger (2005); Supovitz (2002).

[5]See Anderson et al. (2004); Gross and Shapiro (2004); Papalewis and Fortune (2002); Talbert and McLaughlin (2002).

[6]Wisconsin Department of Public Instruction, "History of Educator Effectiveness System," http://ee.dpi.wi.gov/eesystem/background-timeline.

[7]The equity lens is available at www.ode.state.or.us/superintendent/priorities/final-equity-lens-draftadopted.pdf.

[8]See http://dq.cde.ca.gov/dataquest/dataquest.asp.

[9]New Hampshire Institutions of Higher Education, "Network Positions Statement," accessed October 3, 2015, http://education.nh.gov/spotlight/ihe/documents/ihe-statement.pdf.

[10]Reform Support Network, "Promising Practices in Approving and Renewing Principal Preparation Programs," https://rtt.grads360.org/services/PDCService.svc/GetPDCDocumentFile?fileId=4029.

[11]Center for Public Education, "Data First—Leading the Change: Decision-Making Tools," accessed October 1, 2015, http://www.data-first.org/leading-the-change/?utm_source=Updates+from+the+Center&utm_campaign=1b62703b76-CPE_e_alert_8_21_158_21_2015&utm_medium=email&utm_term=0_4243f7492c-1b62703b76-357614225.

[12]Tennessee Department of Education, "TASL Induction Academies," accessed October 1, 2015, https://www.tn.gov/education/article/tasl-induction-academies.

[13]Florida Department of Education, "Florida Educational Leadership Examination (FELE)," http://www.fldoe.org/accountability/assessments/postsecondary-assessment/fele/.

[14]The Ohio State University Fisher College of Business, "BRIGHT New Leaders for Ohio Schools," accessed October 1, 2015, https://fisher.osu.edu/executive-education/open-enrollment-programs/new-leaders-for-ohio-schools.

[15]The Arkansas Leadership Academy, "School Support," accessed October 1, 2015, https://arkansasleadershipacademy.org/programs/school-support/.

[16]Cheryl L. King, "Quality Measures: Partnership Effectiveness Continuum," (Waltham, MA: The Wallace Foundation, 2014), http://www.wallacefoundation.org/knowledge-center/school-leadership/principal-training/Documents/Quality-Measures-Partnership-Effectiveness-Continuum.pdf.

[17]Kerri Briggs et al., "Operating in the Dark: What Outdated State Policies and Data Gaps Mean for Effective School Leadership," (Dallas: George W. Bush Institute, 2013), http://www.bushcenter.org/sites/default/files/GWBI-Report_Op_inthe_Dark_v23v-LR_0.PDF.

[18]North Carolina Department of Public Instruction, "READY Principals," accessed October 1, 2015, http://ncees.ncdpi.wikispaces.net/READY+Principals.

[19]The Arkansas Leadership Academy, "School Support," accessed October 1, 2015, https://arkansasleadershipacademy.org/programs/school-support/.

[20]National Education Association, Center for Teaching Quality, and the National Board for Professional Teaching Standards, "Teacher Leadership Initiative," accessed October 1, 2015, http://www.teacherleadershipinitiative.org/about/about-initiative/.

[21]Wisconsin Department of Public Instruction, "The Educator Effectiveness System," accessed October 1, 2015, http://ee.dpi.wi.gov/eesystem/background-timeline.

[22]The videos are available at www.wallacefoundation.org/view-latest-news/events-and-presentations/Pages/Six-Superintendents-Experiences-Building-Principal-Pipelines.aspx.

[23]Christine Campbell and Betheny Gross, "Principal Concerns: Leadership Data and Strategies for States," (Seattle: CRPE, 2012), http://www.crpe.org/sites/default/files/pub_principal_concerns_sept12.pdf.

# NASBE

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## State Boards of Education

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NASBE is a nonprofit, private association that represents state and territorial boards of education. Its principal objectives are to strengthen state leadership in education policy-making, promote excellence in the education of all students, advocate equality of access to educational opportunity, and ensure continued citizen support for public education.

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