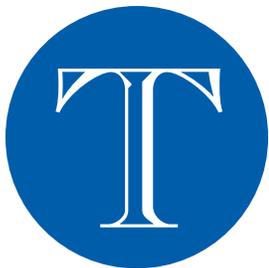


re:VISION

BUILDING LEADERSHIP IN SCHOOLS

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Teachers have the greatest school-based effect on the achievement of any child in their classrooms, but highly effective principals can positively affect the achievement of every student in their schools. The difference between a highly effective principal and an average one is equal to two-to-seven months of extra learning per year for each child in the school.¹

The effect is greatest in high-poverty schools.² This confirms the conclusions drawn from case studies of schools where student achievement “beats the odds”: no low-achieving school has been turned around without a dynamic and effective principal.³

For better or for worse, school leaders shape the learning environment for teachers and students. Effective school leaders inspire their staff to improve and create conditions that enable high student achievement. Reforms to teacher preparation, licensure, evaluation, and compensation will be less successful if attention is not paid to building and improving school leadership. The role of principals has evolved, and policy needs to ensure they are prepared and supported to meet the challenges schools face today.

This issue of *re:VISION*, part of a special series on teacher effectiveness, examines the qualities of successful principals and offers considerations for policymakers who are working to improve their preparation and effectiveness.

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CURRENT CONTEXT

Classrooms and schools are changing rapidly. Students are expected to perform at higher levels than ever before, and teachers and leaders are being held accountable for their students' achievement. These changes, along with a diversifying student population and the adoption of new technology, have a direct impact on the day-to-day work of principals. In a recent *MetLife Survey*, 69 percent of principals said that their responsibilities weren't very similar to five years ago.⁴

In the recent past, principals performed primarily managerial functions, such as ensuring legal and financial compliance, promoting school safety, and assigning non-instructional duties to staff. **Today's principals must also serve as the instructional leaders of their schools, providing supports for teachers and cultivating environments that foster student learning.** When asked to identify the three most important aspects of their jobs, principals now identify using data to improve instruction, developing strong teaching capacity across their schools, and evaluating teachers. In contrast, 10 years ago, principals cited ensuring school safety, encouraging teachers and students to do their best, and "help[ing] teachers do their jobs well."⁵

These new responsibilities have not come at the expense of the old ones, leading to long work weeks for many

principals. According to a recent survey, the average principal's work week was 58 hours long, and 14 percent of principals worked more than 70 hours per week.⁶ Not surprisingly, job satisfaction among principals has declined in recent years and is lowest in high-poverty schools.⁷

Crunched for time, many principals have been unable to fulfill their new instructional leadership roles. Sixty-nine percent of California principals cited a lack of time as a moderate or serious barrier to conducting formal staff evaluations.⁸ Sixty-one percent of principals said they had insufficient time to debrief with teachers following their observations. This problem was more common in low-performing schools.

Principals are stressed by long work weeks and the growth of new responsibilities. About half say that they experience great stress several days a week or every day.⁹ High levels of stress breed low job satisfaction and high rates of turnover, especially in high-needs schools. Principal turnover ranges from 15 to 30 percent per year. More than one in five urban principals leave their positions after just two years.¹⁰ Research is reasonably clear: **principal turnover lowers student achievement.**¹¹ It is therefore crucial to ensure that school leaders are adequately prepared for the demands of the job.

Principals Speak: Challenges on the Job

IN THE 2012 METLIFE SURVEY, 75 PERCENT OF PRINCIPALS STRONGLY OR SOMEWHAT AGREED THAT THEIR JOB HAD BECOME TOO COMPLEX. OF THE JOB RESPONSIBILITIES THEY FOUND TO BE CHALLENGING OR VERY CHALLENGING: 83 PERCENT CITED ADDRESSING THE INDIVIDUAL NEEDS OF DIVERSE LEARNERS; 78 PERCENT, MANAGING BUDGETS AND RESOURCES; 72 PERCENT, ENGAGING PARENTS AND THE COMMUNITY; 67 PERCENT, IMPLEMENTING THE NEW COLLEGE AND CAREER READY STANDARDS; 64 PERCENT, CREATING AND MANAGING A RIGOROUS LEARNING ENVIRONMENT; AND, 53 PERCENT, EVALUATING TEACHER EFFECTIVENESS.

BUILDING SCHOOL LEADERSHIP: THE RESEARCH

During the last decade, *The Wallace Foundation* has conducted focused and exhaustive research on the role, effect, and development of school leadership. The research identified five key practices used by effective school leaders:¹²

1. **Effective principals develop a vision.** Successful leaders set expectations that all students will succeed and meet high standards. In order to do this, they collect data and solicit information to set meaningful goals that are relevant and achievable within the context of their schools.
2. **Effective principals create a climate hospitable to excellent education.** Successful leaders cultivate a shared sense of responsibility among teachers, students, and the wider school community for what happens in the school. A major lever is community engagement. When parents and communities become active in schools, teachers are more likely to buy into the vision that all students can, and will, succeed because they know they are supported.
3. **Effective principals cultivate leadership in others.** Research shows that distributing formal leadership roles among teachers improves collaboration and knowledge sharing within a school, enabling teachers to perform at a higher level. By providing opportunities for teachers to become instructional leaders, effective principals also free up their own time to complete their growing list of responsibilities. Typical expanded—and more formalized—roles in schools with active shared leadership include mentors, instructional coaches, specialists, advisors, and facilitators.
4. **Effective principals take responsibility for improving instruction.** Effective principals routinely and regularly visit classrooms to provide teachers with frequent feedback to help them improve. When effective principals feel less confident of their feedback—for instance, a high school principal may feel less able to offer advice on effective instruction in the sciences if their background is in English Language Arts—they reach out to other instructional leaders in the school, such as department chairs or fellow teachers for assistance.

Interstate School Leaders Licensure Consortium (ISLLC) Standards

Licensure standards identify the qualities and skills required for principals, informing the design of both preparation programs and evaluation instruments. The 2008 revised standards were the result of a consultation process initiated by the *National Policy Board for Education Administration* that included scholars and researchers, policy and practitioner organizations, and higher education officials. They are broadly aligned to the *National Board Standards for Accomplished Principals*. The six standards are:

- **Setting widely shared vision of learning;**
- **Developing a school culture and instructional program conducive to learning and staff professional growth;**
- **Ensuring effective management of the organization, operation, and resources for a safe, effective, and efficient learning environment;**
- **Responding to diverse community interests and needs and harnessing community resources through staff and community collaboration;**
- **Acting fairly, ethically and with integrity; and**
- **Understanding, influencing and responding to the social, legal and political context.**

Source: Council of Chief State School Officers (2008) *Educational Leadership Policy Standards: 2008*. As Adapted by the National Policy Board for Educational Administration.

5. **Effective principals skillfully manage people, processes, and data.** Successful school leaders are good managers. They support staff, advocate for necessary resources, communicate successes and challenges, and monitor progress, paying particular attention to student learning and using student data to adjust strategies as necessary.

Preparing Leaders for Today's Schools

In the last decade, studies have concluded that traditional education leadership programs generally do not cultivate the characteristics of effective leaders in their candidates. An influential study by former Teachers College President Arthur Levine concluded that, “educational administration programs are the weakest of all the programs in the nation’s education schools.”¹³

According to many critics, the entrance requirements for principal preparation programs are often set too low. Another related problem is that many teachers enroll in these programs with no intent to enter leadership positions.¹⁴ In fact, just 20 to 30 percent of graduates from traditional university-based programs later serve as principals.¹⁵ Around 200,000 teachers have administrative master’s degrees, but are not employed in school leadership positions.¹⁶ In many cases, these teachers may have sought the degree in order to receive better teacher pay under *step-and-lane* compensation systems, without ever intending to become a principal. The enrollment of these teachers has relaxed the need for programs to tightly focus on effective principal preparation.¹⁷ Researchers have found that many programs have weak curricula and lack enough clinical practice, or applied work, to prepare adequately those candidates who do ultimately become principals.¹⁸ These findings parallel some concerns raised by the *National Council on Teacher Quality* (NCTQ) and others around teacher preparation programs (*See the special issue on teacher preparation*).

With these concerns in mind, many states are now using evidence-based standards to re-think principal preparation. Research shows strong evidence-based standards and guidelines are critical to high-quality leadership development programs that graduate leaders who raise student achievement in their schools (*See box: Features of high-quality principal preparation programs*).¹⁹

The *Interstate School Leaders Licensure Consortium* (ISLLC) standards are aligned to the research on the characteristics of effective school leaders (*See box to the right*). Nearly every state has adopted a version of the revised ISLLC. The challenge is to ensure these standards are implemented effectively. **Iowa, Connecticut, Illinois,**

Delaware, and **Kentucky** are among the states that have used the ISLLC standards to re-write licensure rules, toughen accreditation for preparation programs, and develop requirements for new principal mentoring and evaluation.²⁰ In states that have not done this, principal preparation programs vary substantially in their degree of alignment to ISLLC standards.²¹

Alternative Preparation Programs

Recent years have seen the growth of alternative leadership preparation programs. These can be housed within a university, four-year college, or a nonprofit, and in some cases are driven by a partnership with a school district. While these programs vary a great deal in length, opportunities for clinical practice, curriculum, and ultimately quality, they share one advantage over traditional graduate degree leadership programs: those who enter them intend to become principals.

Features of High-Quality Principal Preparation Programs

- Standards-driven assessment and education objectives;
- Targeted recruitment and selection;
- Strong partnerships among states, districts, and universities to ensure effective recruitment, coursework, field experiences, and on-the-job support for new principals;
- Practically oriented instruction that emphasizes problem-based solving, field projects, budget exercises, hiring practices, and data use;
- Internships and school-based programs to provide practical opportunities; and,
- Formalized mentoring and advice from expert principals.

Source: Shelton (2012) *Preparing a Pipeline of Effective Principals: A Legislative Approach* [National Conference of State Legislatures].

While the number of graduates from these programs is relatively small, research is promising. Two early evaluation results of *New Leaders for New Schools* and New Leaders' signature *New York City Leadership Academy's Aspiring Principals Program* show increased student achievement in schools with graduate principals compared to their traditionally prepared peers.²² These programs share common features of effective traditional preparation programs, including *selective recruiting, a practically oriented curriculum, and an emphasis on clinical practice*.²³

Some large districts have launched their own alternative programs. The *Chicago Leadership Collaborative* (CLC) was established by the Chicago School District in 2011 to improve the principal hiring pool. The CLC increased funding for three leadership programs over three years—one university-based, one from *New Leaders*, and one from *Teach for America*—and also established a fourth program at another local university.²⁴ Each program uses a year-long principal residency model (See box: *Principal Residencies*). The programs are required to share goals, curriculum, and program materials to facilitate improvement. The district retains control of the candidate selection process and assists graduates with placement in a school leadership position.²⁵

States have also created alternative leadership preparation programs. As part of *Race to the Top*, **North Carolina** developed three *Regional Leadership Academies* (RLA). Each of the three RLAs serves a defined group of districts.

Two are partnerships between groups of school districts and nearby universities, while the third is housed within North Carolina State University. Each RLA develops its own curriculum and fieldwork requirements to meet the needs of the districts they serve. Early evaluations show high-quality implementation consistent with best practice literature on the qualities of excellent principal preparation programs.²⁶

Mentoring and Induction

Just as for teachers, the mentoring and induction of new principals is critical. Since 2000, more than half of the states have adopted requirements for mentoring novice principals.²⁷ In order for mentoring to be effective, mentors need to be trained to focus mentees on improving student learning and how to make the difficult decisions that are sometimes necessary. Effective mentoring also takes time—at least one and preferably two or more years.²⁸ The *New York City Leadership Academy* has an intensive in-service mentoring program for new principals to accompany its pre-service preparation program. New principals receive mentoring from trained, full-time *Academy* personnel for up to three years, depending on individual needs.

States have also created evidence-based induction programs in recent years. *Alabama's New Principals Mentoring* (ANPM) program provides new principals with a mentor for two years. School districts support the initiative by providing program guidelines, mentor training, and the materials and resources necessary for new principals to build learning communities where they can share and learn from one another.

Principal Residencies (PRs)

In the last 20 years, residencies for aspiring principals have grown in number. Similar in concept to teaching residencies (See accompanying brief on teacher preparation for more), PRs are highly selective programs that focus on leadership strategies for increasingly diverse school environments. The programs usually

involve coursework and extensive on-the-job experience supported by mentoring and coaching.

The *New Leaders' Aspiring Principals Program* is a principal residency offering seminars, virtual coursework, and a year-long paid internship with executive coaching. Currently in 10

major urban districts, the program includes a 10-week summer program and a 10-month residency at a school under the mentorship of an experienced principal. As of 2012-13, 72 percent—343 graduates—from the New York City program were serving as principals or assistant principals in NYC public schools.

CONSIDERATIONS FOR POLICYMAKERS

As policymakers consider how to increase leadership capacity in schools, there are several policies to consider:

Expanding the Use of Teacher-Leaders

The responsibility to improve teaching is a core duty for principals. To do this efficiently, effective principals build shared responsibility for teaching excellence among the best teachers on staff. Teachers who assume these leadership roles perform a range of tasks, including observing colleagues in the classroom and providing feedback, leading professional development, and sharing curricular materials. Using highly effective teachers in this way improves instruction in the school and promotes a culture of shared responsibility for improving student learning. It also frees up valuable time for principals to fulfill other responsibilities.

These approaches represent a rethinking and repositioning of teacher duties in many schools. Clearly articulated standards can assist in defining these roles and inform teacher-leader policy development. The *Teacher Leader Model Standards*, released in 2011, were designed to

“encourage professional discussion about what constitutes the full range of competencies that teacher-leaders possess” (See box: *Teacher-Leader Model Standards*).²⁹ The standards are consistent with the ISLLC and the *Interstate Teacher Assessment and Support Consortium (InTASC) teaching standards*, also released in 2011.³⁰

In the 2012 *MetLife survey*, 51 percent of teachers responded that they were extremely or somewhat interested in taking on new roles and responsibilities

Source: *The MetLife Survey of the American Teacher: Challenges for School Leadership (2013)*.

The *Teacher-Leader Model Standards* have been used by **Kansas** to inform graduate teacher-leader degree programs. Teacher-leader programs appeal to teachers who are seeking a greater leadership role, but want to continue teaching.³¹

Georgia, Illinois, Kentucky, and Louisiana now offer optional teacher-leader endorsements in their licensure systems.³²

Districts are incubators of innovation around teacher-leadership. **Denver Public Schools** has had a voluntary leadership initiative since 2010-11. Principals nominate teachers who perform leadership duties in addition to teaching full-time. These teacher-leaders are tasked with assisting with the implementation of college and career ready standards and supporting the new *Leading Effective Academic Practice*, or LEAP, evaluation and teacher improvement system. Their responsibilities include designing new lesson units, leading professional development, observing other teachers in the classroom and providing feedback, and mentoring new teachers. Teacher-leaders receive a modest stipend and overtime pay, but principals also have discretion to provide additional supplements.

Strengthening Preparation Program Approval

States have the power to improve principal preparation by ensuring that program approval requirements reflect the features of high-quality principal preparation programs. Most states have yet to do this. For instance, just 11 states require programs to offer some kind of clinical experience. Only 20 specify requirements around candidate selection.³³

Teacher-Leader Model Standards

The standards consist of seven broadly defined sets of tasks:

- **Fostering a collaborative culture;**
- **Using research to improve instruction;**
- **Promoting and planning teacher development;**
- **Facilitating and supporting teacher development;**
- **Promoting and facilitating the use of data to improve instruction;**
- **Improving outreach to families and communities; and**
- **Advocating for students and the teaching profession.**

Source: *Teacher Leader Exploratory Consortium (nd)*. *Teacher Leader Model Standards*.

THE *LEADERSHIP INITIATIVE FOR TEACHERS* (LIFT) IN WASHINGTON, D.C., ENABLES TEACHERS WHO SCORE WELL ON ANNUAL EVALUATIONS TO APPLY FOR DEFINED LEADERSHIP ROLES. FOR INSTANCE, TEACHER-LEADERS MIGHT RECEIVE A STIPEND TO SUPPORT OTHER TEACHERS IN THE USE OF DATA. MEMBERS OF THE *TEACH PLUS T3 TURNAROUND TEAMS*, A PART OF *LIFT*, PARTICIPATE IN A TEACHER-DESIGNED PROGRAM THAT RECRUITS, DEVELOPS AND SUPPORTS EFFECTIVE, EXPERIENCED TEACHERS TO SERVE IN TEACHER-LEADER ROLES IN HIGH-NEEDS SCHOOLS. EACH T3 TEACHER-LEADER HAS A SPECIFIC LEADERSHIP ROLE FOR WHICH HE OR SHE RECEIVES A STIPEND AND TEACHES FULL-TIME.

Source: District of Columbia Public Schools.

The absence of good data on program graduates means states are “making haphazard decisions and operating in the dark.”³⁴ For instance, 19 states cannot report the number of graduates produced by their principal preparation programs because the data is not collected.³⁵ **Twenty-eight states do not collect any outcome measures on preparation program graduates, and 33 states do not consider any outcome-based measures when renewing program approval.**³⁶

K-12 longitudinal data systems linking students, teachers, and schools to test scores are in place in every state—or soon will be. **But less than one-third of states link preparation program data to student achievement data** (*See the accompanying brief on teacher preparation*). States that have made, or are in the process of making this linkage, are in a better position to advance principal preparation reform.

In addition, while alternative leader preparation programs are showing great promise in producing effective principals, in 19 states only university-based programs are approved to offer principal preparation degrees. States examining preparation policies should investigate whether existing policies and regulations hinder innovation.

Improving Principal Evaluation

As for teachers, evaluation is a critical tool to improve school leadership. When done well, evaluations provide data that can connect leaders to targeted professional development, inform licensure decisions, and hold them accountable for school progress and student achievement. Well-designed and implemented evaluation systems are central to improving the workforce.

Unfortunately, however, **most state and district-developed principal evaluation systems suffer from a dearth of evidence-based measures.**³⁷ They are not aligned to professional standards such as *ISLLC*, and the summative

scores they produce don’t correlate with school climate or the achievement growth of students. Like the teacher evaluations of old, the results are usually not statistically sound—nearly every principal is rated “effective.” Evaluation tools are also out-of-date in many districts because they do not reflect the shift in the principal’s role in improving instruction.³⁸

Developing Teacher-Leaders

Coach University (CU) is run by **North Carolina New Schools** (NCNS), a public-private partnership that promotes new school models and provides tailored coaching and professional development for North Carolina public school leaders, educators, schools, and districts.

CU is a 24-day, year-long program for teacher-leaders who want to become instructional coaches. The program is open to those already in leadership roles, such as curricula facilitators, lead teachers, and assistant principals, as well as teachers who are transitioning to leadership roles.

The program includes individualized on-site coaching, group-based professional development, workshops, and conferences, and visits to exemplary schools and classrooms. Skills that are developed include how to facilitate professional development through evidence-based practices, using data for instructional planning, partnering with principals as instructional leaders to plan professional development, conducting demonstration lessons and co-teaching, and supporting school-wide informal classroom observation by colleagues—including providing useful feedback.

Source: ncnewschools.org

There are signs of change. **Hillsborough County (FL) Schools** changed its principal evaluation system in 2011-12 and features the use of *VAL-ED* (not to be confused with value-added—a measure of contribution to student learning). *VAL-ED* is an evaluation instrument that is focused on a principal's core responsibility to improve instruction (See box: *Principal Evaluation Instrument: the VAL-ED*). In Hillsborough County Schools, *VAL-ED* is used to generate principal ratings by teachers (15 percent), and supervisors (an additional 15 percent). School-wide student learning gains currently determine 40 percent of the evaluation. The remainder of a principal's rating is calculated using student attendance and behavior measures, teacher retention data, and a score based on the principal's ability to produce observation ratings from teacher evaluations that correlate with those teachers' value-added scores.

Hitting the Reset Button: Reapplying for Accreditation

Illinois will require all institutions of higher education to meet new principal preparation program requirements by July 2014. All programs are required to reapply for approval. The new standards require an in-person selection interview process, a school-based clinical experience, and a final competency-based assessment requirement for graduation.

Several states, including **Iowa, Kentucky, Louisiana, Mississippi, and New York** have conducted reapplication for accreditation cycles in the recent past.

Sources: Kerri Briggs et al (2013) "Operating in the Dark"; Tabitha Grossman (2011) "State Policies to Improve the Effectiveness of School Principals."

Some states have recently redesigned their principal evaluation systems to reflect the principal's central responsibility to improve instruction and student achievement. Six states require student achievement growth to comprise at least half of the final score: **Colorado, Florida, Louisiana, Rhode Island, Tennessee and Wisconsin**.³⁹ **Pennsylvania, Oklahoma, Minnesota, Indiana, Hawaii, Delaware, Arizona, and Washington, D.C.**, require

student growth to be a significant portion of a principal's final evaluation.⁴⁰ In addition to measures that explicitly measure student test score growth, states and districts can and do use many other measures of school-wide learning (See box: *School-wide Measures of Learning*).

Reforming Licensure

Principal licensure is now predominantly based on inputs such as whether a candidate holds an advanced degree or has completed a minimum number of hours of professional development. There is no evidence that these inputs are correlated with school performance. Moving to a performance- and competency-based licensure system for school leaders would ensure that principals and leadership candidates have demonstrated the appropriate level of skills to do the job effectively.

Few states now use any standards of readiness for initial licensure. According to the George W. Bush Institute, at least 40 states require master's degrees, a certain length of teaching experience, and the completion of a state-approved program in order to become eligible for initial licensure.⁴¹ Forty states also require some kind of supervised internship where readiness skills could be learned, but in most of those, exact standards for what is required are not specified. Overall, little evidence suggests that these internships promote deeper learning experiences.⁴² Licensure exams in most states are similarly deficient. Scores do not predict a candidate's future effect on student achievement.⁴³

Tennessee reformed its leadership system in 2008, focusing on licensure. In order to complete a school administration preparation program and achieve the initial Instructional Leader license, a candidate must demonstrate competency on the Tennessee leadership standards (based on *ISLLC*) through submitting a portfolio of work, completing a project that demonstrates his or her ability to improve student learning, and passing a licensure assessment that is based on the *ISLLC* standards. **Massachusetts** is in the midst of a three-year project to develop *Performance-based Assessments for Leaders (PAL)*. This assessment for initial licensure will be used to assess readiness of every candidate, regardless of the preparation pathway taken. The project aims to align the assessment to standards focused on instructional leadership, management skills, community engagement, and cultivating a professional culture.⁴⁴

Principal Evaluation Instrument: the VAL-ED

The VAL-ED is an evidence-based approach to measure core components and school leadership behaviors known to influence teacher performance and student learning. It is designed for assessment by multiple raters, including district staff and teachers.

The core components are the school characteristics that support student learning and enable greater teaching skill among staff. These include standards expressed as individual, team, and school goals; rigorous curriculum content; the quality of instructional practices; the culture of learning and professional behavior; connections to external communities; and performance accountability.

The key processes are the behaviors that create the core components. These include:

- **Planning to realize high student performance;**
- **Implementing activities necessary to produce high student performance;**
- **Supporting others by creating the financial, political, technological, and human resources necessary to promote academic and social learning;**
- **Advocating for the diverse needs of students beyond the school;**
- **Communicating through the development, use, and maintenance of channels within and outside the school; and**
- **Monitoring the school through the collection and use of data.**

In a 2012 American Institutes for Research study, VAL-ED was found to be the most reliable for measuring principal quality of the publicly and commercially available instruments; it produced the most consistent scores between observers. It is one of two widely available instruments that have been developed in the last decade, and the only one aligned to the new ISLLC leadership standards.

Sources: <http://www.valed.com/index.html>; Condon & Clifford (2012) "Measuring Principal Performance: How Rigorous Are Commonly Used Principal Performance Assessment Instruments?" <http://www.learningpt.org/pdfs/QSLBrief2.pdf>

After the probationary period of initial licensure, principals apply for full or standard licensure. This can be performance-based and informed by evaluation, but the absence of valid and reliable evaluation systems hinders progress. Only a few states, including **Washington, New Mexico, and Tennessee**, require principals to demonstrate any kind of effectiveness to renew their license.⁴⁵

Using compensation to enhance leadership

Like merit pay for teachers, performance-based pay for principals has been a greater focus of discussion in recent years. Some school districts, such as the **Houston Unified School District**, award performance pay based on whether the school met a student achievement growth target (*See box: School-wide Measures of Learning Growth*). **Chicago Public Schools** has privately funded bonuses of up to \$20,000 based on principal evaluation results that include test score growth measures for all students, including English Language Learners and special education children.

The options to reward teachers for assuming leadership duties are currently limited. Under the default step-and-lane salary system where pay is determined by education level and years of experience—there is no monetary incentive for exceptional teachers to take on leadership roles. This narrows the leadership base in schools and limits the management tools at the principal's disposal to spread leadership responsibilities among high-achieving staff (*See the accompanying brief on teacher compensation for more*).

Some districts that use step-and-lane systems, like **Washington, D.C.**, and **Hillsborough County, Florida**, use a lump sum stipend to reward teachers for taking on leadership duties. In **Baltimore City Public Schools**, teachers can receive salary increases of \$20,000 or more, based on peer reviews of their teaching and contributions to student learning. The expectation is that model-teachers assume extra leadership duties. Some innovative districts and charters have designed pay systems based on performance and include salary levels reserved for teacher-leaders. These include **Harrison County, Colorado**, and the **Achievement First Charter Management Organization**, which has schools in New York, Rhode Island, and Connecticut (*See the accompanying brief on teacher compensation for more*).

The Principal as Human Capital Manager?

There is a growing literature advocating for principals to assume greater autonomy over personnel decisions currently undertaken by school districts, including hiring and firing. It has been shown that highly effective principals boost student achievement by recruiting and retaining talented teachers and removing less effective ones. But research also shows that when principals have the power to hire and fire, they don't necessarily make the correct decisions. For instance, principals in high-poverty schools are more likely to give new teachers more difficult assignments, increasing the likelihood they will leave. Also, as discussed in the accompanying brief on teacher evaluation, principals without adequate training currently find it difficult to score teaching quality accurately when observing their teachers.

Sources: Kimball, Steven (2011) "Strategic Talent Management for Principals," in Odden, Allan *Strategic Management of Human Capital in Education*; Beteille, Tara, Demetra Kalogrides, and Susanna Loeb (2009). "Effective Schools: Managing the Recruitment, Development, and Retention of High-Quality Teachers;" Boyd, Donald, Hamilton Lankford, Susanna Loeb, Matthew Ronfeldt and James Wyckoff (2010). "The Role of Teacher Quality in Retention and Hiring;" Ballou, Dale (1996) "Do Public Schools Hire the Best Applicants?" *Quarterly Journal of Economics*; Donaldson, Morgaen and Susan Johnson (2010). "The Price of Misassignment: The Role of Teaching Assignments in Teach for America Teachers' Exit from Low-Income Schools and the Teaching Profession," *Educational Evaluation and Policy*.

School-Wide Measures of Learning

School-wide measures of learning growth can be used in preparation program approval and school leader evaluation and licensure and to reward high performance. A large number of potential measures can be used. They can be broadly divided into two camps: those that compare a school's achievement to the rest of the district or state, and those that compare to past achievement in the school, district, or some chosen benchmark.

Test-based measures allow comparisons to other districts and the state. They include value-added measures (VAM) and student growth percentiles (SGPs). A school-wide value-added measure isolates the learning growth attributable to all teachers in the school after controlling for student demographic factors and prior student performance. A school-wide student growth percentile is based on the school's student test score growth compared to all students in the state who started from a similar level of academic proficiency.

Measures that are based on benchmarks and locally chosen goals are numerous. For instance, **Virginia's** principal evaluation reforms adopted for the 2013-14 school year allow 40 percent of a secondary's principal evaluation and 20 percent

of an elementary or middle school's principal's evaluation to be based on a list of possible measures, including changes in:

- **Subject and grade pass rates;**
- **Pass rate improvements for certain sub-groups;**
- **Goals based on changes to the achievement gap between sub-groups;**
- **Early grade reading achievement;**
- **Grade retention rates;**
- **Graduation rates;**
- **Enrollment in college-level courses;**
- **Career and technical education certification rates and numbers;**
- **SAT scores;**
- **Advanced placement course enrollment percentages;**
- **Alumni college placement and quality trends; and**
- **Alumni college graduation rates.**

This by no means is an exhaustive list and indicates the wide range of possibilities in this important area (*For more on student growth measures, see the accompanying brief on evaluation*).

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