

# BUILDING PRINCIPAL PIPELING PRINCIPAL

A JOB THAT URBAN DISTRICTS CAN DO

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Facing page: Bob Bender, principal of P.S. 11 in New York City and a graduate of the NYC Leadership Academy, meets with members of his staff. P. 16: the Massachusetts Capitol.

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## **BUILDING PRINCIPAL PIPELINES**: A JOB THAT URBAN DISTRICTS CAN DO

PRINCIPALS CAN MAKE A BIG DIFFERENCE IN THE QUALITY OF THE EDUCATION STUDENTS RECEIVE.

That statement is not just a platitude. Research over the past decade or so has established that school leadership is second only to teaching among school-related influences on student learning, accounting for about onequarter of total school effects.<sup>1</sup> Studies point to why this is true, detailing how able principals become "multipliers of effective teaching," in the words of one author.<sup>2</sup> High-quality principals hire better teachers – and then hold on to them. They also improve instruction at a faster rate than others.<sup>3</sup> Effective principals especially matter to troubled schools. Researchers have found "virtually no documented instances" of a school turnaround in the absence of an adept school leader.<sup>4</sup>

Given all this, school district officials have faced an urgent task in recent years: ensuring that all schools, not

I Kenneth Leithwood, Karen Seashore Louis, Stephen Anderson and Kyla Wahlstrom, *Review of Research: How Leadership Influences Student Learning*, University of Minnesota and University of Toronto, 2004, 5.

<sup>2</sup> Paul Manna, <u>Developing Excellent School Principals to Advance Teaching</u> and Learning: Considerations for State Policy, The Wallace Foundation, 2015, 8.

<sup>3</sup> Rebecca Herman, Susan M. Gates, Emilio R. Chavez-Herrerias and Mark Harris, School Leadership Interventions Under the Every Student Succeeds Act (Vol. I)—A Review of the Evidence Base, Initial Findings, Rand Corporation, 2016, 2.

<sup>4</sup> Leithwood et al.,5.



# Each district had a strong record of using school leadership in its reform agenda.

just a lucky few, benefit from sure-footed leadership by professionals who – in contrast to the principal-as-building-manager of previous decades – know how to focus on instruction and improve it. The question boils down to this: How can districts develop a sturdy and well-filled pipeline of great school principals?

Research about a Wallace Foundation school leadership initiative is providing answers that may offer districts a way forward. Most important, the research found that it is possible for districts to put in place the four key parts of a strong principal pipeline: apt standards for principals, high-quality pre-service training, rigorous hiring procedures, and tightly aligned on-the-job performance evaluation and support. Moreover, the research finds that commencing to build a pipeline can produce several swift benefits for districts and principals alike. These include principal job standards that foster a districtwide understanding of what constitutes effective leadership for local schools, a possible greater compatibility between principals and the schools to which they are assigned, and performance evaluations designed not only to measure what's important but also to help principals succeed at their very tough jobs.

The research also makes clear, however, that some pieces of the pipeline are harder to construct than others. For example, although upgrading districtrun programs to train aspiring principals can be directly managed by districts, trying to improve training at universities is a long-term undertaking, with still unproven results. Furthermore, districts have yet to fully succeed at setting up meaningful on-the-job internships for large numbers of future principals, something districts must get right if all aspiring leaders are to receive the hands-on experiences considered vital to their preparation.<sup>5</sup>

The research is part of an ongoing evaluation of the Principal Pipeline Initiative, an \$85 million venture launched by Wallace in 2011 and under way in six large school districts serving from about 90,000 to more than one million students, many of them from low-income communities. Each of these districts has had a strong record of having given school leadership a prominent role in its reform agenda.6 Wallace is funding their efforts over five years to develop a large pool of highquality principals and is gathering lessons from this for the field nationwide. The districts are: Charlotte-Mecklenburg, N.C.; Denver; Gwinnett County (outside Atlanta); Hillsborough County (Tampa); New York City; and Prince George's County, Md., (outside Washington, D.C.).

So far, researchers from the Policy Studies Associates research firm have chronicled the effort's implementation in five reports. Their findings are based on a variety of evidence-gathering methods, including interviews with district leaders and surveys of new principals and assistant principals (APs).<sup>7</sup> The most recent report – *Building a Stronger Principalship (Vol. 5): The Principal Pipeline Initiative in Action* – is the culminating publication in the examination of the initiative's implementation.

<sup>5</sup> Linda Darling-Hammond, Michelle LaPointe, Debra Meyerson and Margaret Terry Orr, <u>Preparing School Leaders for a Changing</u> World: Lessons From Exemplary Leadership Development Programs (Executive Summary), Stanford, 2007, 6.

<sup>6</sup> The Wallace Foundation, "Request for Proposals: Building a Better Principal Pipeline to Boost Student Achievement, a Wallace Demonstration Project With Districts and Principal Training Programs," 2011, 7.

<sup>7</sup> See <u>http://www.wallacefoundation.org/knowledge-center/Pages/</u> <u>Building-a-Stronger-Principalship.aspx</u> for the complete series.

#### CONSIDERATIONS FOR DISTRICTS INTERESTED IN BUILDING PRINCIPAL PIPELINES

- The idea undergirding pipeline development is that effective school leadership can be a strong lever for district change.
- Developing standards is a powerful first step in the work, ensuring that the entire rest of the pipeline pre-service training, hiring, on-the-job evaluation and support – has strong underpinnings and that all concerned in the district speak a common language on school leadership matters.
- Changes to hiring procedures can produce swift, early wins, including possible better matching of job candidate to school.
- Principal evaluation can be changed from an annual compliance exercise to a mechanism for principal improvement, an approach that both district leaders in the six pipeline districts and the principals themselves welcomed.
- Reshaping evaluation and on-the-job support likely entails reshaping the principal supervisor's job, too, so
  that it focuses on helping principals improve. This change may require a district to hire more supervisors
  and train them to focus on instructional leadership.
- If resource or other constraints prevent the development of a full leader tracking system for now, assembling accurate records of individuals' accomplishments and careers is a way to begin.
- District leaders and managers can act as talent scouts, spotting teacher leaders, literacy and math coaches, and others with leadership promise and then directing them to strong pre-service preparation programs.

Two crucial pieces of the Principal Pipeline Initiative puzzle are still missing, the subjects of future reports. A cost study, looking at both expenditures and resources the districts have drawn on to build their pipelines, is expected to be published by the RAND Corporation in 2017. An examination of the pipelines' impact on schools and students, also by RAND, is scheduled for the following year.

Much activity continues at the six pipeline construction sites. Indeed, it's likely that the districts will be adding to, tinkering with and making fixes to their pipelines for a long time. That's because of how the districts have approached much of their work since the initiative's outset. Instead of rolling out a set of fixed plans at once, they opted to introduce a number of important changes, such as new principal performance evaluations, as pilots that they could learn from and then improve. District leaders regard the pipelines as a work in progress, according to the study, and the refining goes on.<sup>8</sup>

<sup>8</sup> Brenda J. Turnbull, Leslie M. Anderson, Derek L. Riley, Jaclyn R. MacFarlane and Daniel K. Aladjem, *Building a Stronger Principalship* (Vol. 5): The Principal Pipeline Initiative in Action, Policy Studies Associates, Inc., vii. The report is available at: <u>http://www.wallacefoun-dation.org/knowledge-center/Pages/Building-a-Stronger-Principalship</u>. aspx

### **KEY FINDINGS**

Building on substantial evidence from more than a decade of Wallace school leadership efforts, the initiative funded the districts to develop and link the pipeline pieces that research and field work suggested were essential to shaping effective school leadership districtwide:

- Standards, or job descriptions, that spell out what principals need to know and do, and that undergird principal training, hiring, evaluation and support;
- Pre-service training that equips those enrolled

with the knowledge and skills districts need and is given by institutions with selective admissions policies;

- Hiring procedures that consider only well-qualified professionals for jobs and make strong matches between candidate and school;
- On-the-job evaluation and support that are linked to one another and that serve to help principals, especially novices, improve – particularly in bolstering instruction.

ТНЕ



A SEEMINGLY MUNDANE ACTIVITY – figuring out what effective principals do and then committing this to writing – proved of singular importance to the districts. It brought sharp new thought and clarity to the description of the principal's job and how it relates to district priorities.

Each district had standards in place before the initiative got under way, but they often lacked "specificity and clout," failing to detail clearly what districts expected of their school leaders.<sup>9</sup> The revised standards incorporated the mandates of the states in which the districts were located, but were put together with local needs and circumstances in mind, often through committees that gathered the input of those who knew the job well. Depending on the district, these might include principal supervisors, chief academic officers, experts from pre-service training programs, outside consultants, representatives of teachers and administrators unions – and, notably, principals and assistant principals themselves.<sup>10</sup>

S U R P R I S I N G

STANDARDS

**POWER OF** 

The result was a set of standards that proved essential, guiding all aspects of the pipelines' construction: what aspiring principals should be taught, which criteria should be used for assessing job candidates, and how sitting principals should be evaluated and assisted. One district, for example, formed an "alignment committee," whose purpose was to ensure that the content of districtrun principal and assistant principal preparation

<sup>9</sup> Turnbull et al., Vol. 5, 9.

<sup>10</sup> Brenda J. Turnbull, Derek L. Riley, Erikson R. Arcaira, Leslie M. Anderson and Jaclyn R. MacFarlane, <u>Building a Stronger Principal-ship (Vol.1): Six Districts Begin the Principal Pipeline Initiative</u>, Policy Studies Associates, Inc., 2013, 11-14.





The standards clarified what principals should do and how this relates to district priorities.

programs revolved around the standards and did so in a rational sequence.<sup>11</sup>

Furthermore, the standards did not stand still. Describing them as "living documents in use," the researchers emphasize that the standards were frequently revisited and revised, for example, when performance evaluations pointed to gaps or ambiguities in standards' language.<sup>12</sup> It's worth noting, too, that the districts placed a premium on simplicity and whittled the standards documents

11 Brenda J. Turnbull, Derek L. Riley and Jaclyn R. MacFarlane, Building a Stronger Principalship (Vol. 3): Districts Taking Charge of the Principal Pipeline, Policy Studies Associates, Inc., 2015, 20; Turnbull et al., Vol. 5, 10.

12 Turnbull et al., Vol. 5, 9-11.

down to essentials for greater user-friendliness.<sup>13</sup> Each of the districts was able to pare its list of standards to 10 or fewer. Most documents then put flesh on the standards by describing what skills they necessitated or how they were indicated. A standard calling for "instructional leadership" in one district, for example, was demonstrated in part through the ability of a principal to help teachers "perfect their craft."<sup>14</sup>

Each of the six school districts in the Principal Pipeline Initiative developed new standards for principals and committed them to writing in the documents shown.

Above:

<sup>13</sup> Turnbull et al., Vol. 1, 13.

<sup>14</sup> Turnbull et al., Vol. 3, 18-19.



## **PRE-SERVICE PREPARATION:** LONG, COMPLEX WORK TO GET IT ALL RIGHT

THE DISTRICTS WORKED ON TWO FRONTS to improve pre-service principal training so it was in sync with district needs:

- Strengthening their own and external preparation programs, especially those offered by universities, which confer the advanced degrees that are prerequisites for principal licensing in most states;
- Pushing for greater program selectivity.

#### Improving Pre-Service Preparation

The districts devoted much energy to cultivating their own programs, that is, district-provided training that in most cases piggy-backed on preparation offered by universities or alternative providers. They succeeded in expanding and improving these home-grown efforts through activities including introducing programs for sitting assistant principals who showed principalship possibility, providing mentoring to enrollees, incorporating residencies or other clinical experiences into the programs, and revamping the curriculum to focus on the competencies in the leader standards.<sup>15</sup>

Upgrading university programs was considered important in part because of research suggesting that university training might ultimately prove

more stable than a district program subject to shifting local education priorities and finances.<sup>16</sup> This work moved at a considerably slower pace, however, than improving in-house programming. All the districts engaged in some way with universities, forming or strengthening partnerships with institutions that were open both to change and to district views on leadership skills and their proper cultivation.<sup>17</sup> Several districts also took first steps in sharing with universities aggregate information on how the programs' graduates were faring - information that, it was hoped, the universities could use to gauge typical graduates' strengths and weaknesses and then adjust programming accordingly.18 The partnerships developed over the years, so that by 2015, four years after the initiative began, each district had working relationships with at least five outside pre-service preparation programs, most of them universities, according to district reports to Wallace.

The Principal Pipeline districts also faced a consideration that may have swayed them to focus less intently on university work during the initiative's early years. They wanted to provide enough principals by 2015 to allow for the study's test of

<sup>15</sup> Brenda J. Turnbull, Derek L. Riley and Jaclyn R. MacFarlane, Building a Stronger Principalship (Vol. 2): Cultivating Talent Through <u>a Principal Pipeline</u>, Policy Studies Associates, Inc., 2013, 18-27.

<sup>16</sup> Margaret Terry Orr, Cheryl King and Michelle LaPointe, <u>Districts Developing Leaders: Lessons on Consumer Actions and Program Approaches From Eight Urban Districts</u>, Education Development Center, Inc., 2010, 5.

<sup>17</sup> Turnbull et al., Vol. 5, 17.

<sup>18</sup> Jennifer Gill, <u>Chock Full of Data: How School Districts Are Building Leader Tracking Systems to Support Principal Pipelines</u>, The Wallace Foundation, 2016, 6.



the hypothesis that the pipeline can improve student achievement. Thus, districts may have opted to concentrate on the relatively swift changes they could make to their own training rather than tackle university change.<sup>19</sup>

Even without a research deadline to contend with, districts that want to engage with universities or other outside program providers have to be prepared to encounter matters over which they have little control. One is that institutions may have interests that are at odds with a district's desire for customized training, including "developing their own programs, meeting state or other accreditation requirements, and serving multiple districts."<sup>20</sup> Then there is the question of money. A university that chooses to replace lower- with higher-quality training encounters the real possibility that the upgraded program will admit fewer students and thereby reduce university revenues.<sup>21</sup> Finally, the development of partnerships takes time, a limited commodity among the busy senior professionals needed to forge closer ties between districts and universities or other providers.<sup>22</sup>

#### Improving Recruiting and Admissions

Recruiting and admissions, on the other hand, have proven over the course of the initiative to be areas where districts can exercise some direct influence over external programs. The pipeline districts enlisted principals, principal supervisors, district curriculum officials and others as talent scouts to spot supervisees with leadership potential – and then nudge them along the principal career path. One technique was invitation-only events. Districts would ask those with promise to attend pre-service program recruiting fairs or information sessions.<sup>23</sup> Districts also found ways to steer principal-aspirants to better programs. Visitors to what became a popular page on one district's website, for example, found a list of partner Aspiring principals enrolled in an NYC Leadership Academy program discuss their individual leadership styles.

<sup>19</sup> Turnbull et al., Vol. 2, 36.

<sup>20</sup> Turnbull et al., Vol. 2, 63.

<sup>21</sup> Turnbull et al., Vol. 2, 57.

<sup>22</sup> Turnbull et al., Vol. 2, 61.

<sup>23</sup> Turnbull et al., Vol. 2, 23; Turnbull et al., Vol. 5, 18.

### AN INITIATIVE TO IMPROVE UNIVERSITY PRINCIPAL PREPARATION PROGRAMS

UPGRADING PRE-SERVICE PRINCIPAL TRAINING AT UNIVERSITIES was among the most difficult aspects of building strong principal pipelines. A five-year, \$47 million initiative announced by The Wallace Foundation in early 2016 seeks to find solutions. The University Principal Preparation Initiative will fund the redesign of seven university-based prep programs, all in states with policies supportive of high-quality principal training. Independent research is expected to explore questions such as how universities can develop and implement better training and how they can form mutually beneficial partnerships with the school districts that hire their graduates.

> and district preparation programs, all vetted for quality, along with a common application form.<sup>24</sup> The intent in these efforts was to seed programs with educators who had shown an interest in and aptitude for the principalship. One reason this is so important is that nationwide a number of pre-service training programs attract many students who do not intend to pursue the principalship. What they are interested in is a credential that makes them eligible for other types of district posts, such as department chair, curriculum developer and dean of instruction, or a salary bump that districts often give to holders of advanced degrees.

> It's too early to determine the full impact of the districts' pre-service efforts, in large part because the median span of time between a candidate's beginning pre-service training and becoming a principal across the pipeline districts was fully six years, averaged across districts. (Wallace in its original initiative design had underestimated the typical amount of time it takes, perhaps influenced by the emergence in the earlier part of the millennium of alternative programs that provided leadership training for promising educators and placed them in principal slots immediately upon

graduation.) A study of the first four years of the initiative could provide only an unfinished portrait of the effort to revamp programming and its results for principals.<sup>25</sup>

The study did, however, shed light on one thorny aspect of improving principal preparation overall, whether in-house or external. Fixing what many see as the weakest link in principal training - providing candidates with internships, residencies or clinical experiences that give them meaningful, practical experience - can be expensive and involved. Finding a suitable mentor principal, who can give the right guidance to an intern and offer him or her something other than administrative make-work, is one problem. Another is figuring out how to pay for and fill the job of an AP or other would-be leader who is fulfilling an internship requirement that can last as long as a year. Districts were just beginning to work on solutions, such as training and funding principals who assume mentorship roles, and giving a current employee seeking new experience (say, a teacher leader) the opportunity to fill in for someone absent on an internship (say, an AP).<sup>26</sup>

<sup>24</sup> Turnbull et al., Vol. 5, 18.

<sup>25</sup> Turnbull et al., Vol. 5, 20.

<sup>26</sup> Turnbull et al., Vol. 2, 30-36; Turnbull et al., Vol. 5, 22-23.



**PRINCIPAL HIRING IN THE DISTRICTS CHANGED RAPIDLY** and for the better. One thing that helped was the introduction of new procedures to assess candidates according to objective data, including evidence that they were well poised to do the principal's job and were a good fit for a school with an opening.<sup>27</sup>

This was no mean feat. Early in the initiative, district leaders told researchers that they considered "a haphazard pattern of career progression" to be a "central problem" in strengthening the caliber of principals. How bad was the situation? In too many cases, "individuals without notable leadership talents could acquire administrator certification, develop their networks and win appointment to school leadership positions, while others with more potential might be overlooked or not even try to move up."<sup>28</sup>

All the districts worked to upend this by building on hiring reform they had previously begun or introducing whole new measures. One common activity was the rollout of more telling tests of a candidate's potential, namely practical demAnother innovation was the development of "leader tracking systems," data bases on the experience, performance and competencies of job candidates. The systems set out to give those responsible for hiring detailed, easy-to-access information on candidates' experience, performance and assessed competencies, everything from the hopefuls' educational backgrounds to their language skills, ratings from supervisors and the measured achievement of students they had overseen.<sup>30</sup> This enabled decision makers to easily locate candidates with the right set of skills for the job opening – experience with particular grade levels or English language learner instruction, say.<sup>31</sup>

[Continues on p. 18]

onstrations of his or her abilities. An applicant could be asked, for example, to view a video of a classroom lesson and then provide written or oral feedback to the teacher, or to play the role of a principal who had to respond to any angry parent. District officials welcomed these simulations, with one commenting that role-play surfaced "a lot that we would not see in a normal interview."<sup>29</sup>

<sup>27</sup> Turnbull et al., Vol. 5, 25.

<sup>28</sup> Turnbull et al., Vol. 3, 9.

<sup>29</sup> Turnbull et al., Vol.3, 44-45.

<sup>30</sup> Turnbull et al., *Vol.3*, 50; Turnbull et al., *Vol. 5*, 28-29.

<sup>31</sup> Turnbull et al., Vol. 5, 28.

## CONSIDERATIONS FOR STATES

The primary responsibility for building principal pipelines belongs to school districts. This hardly means, however, that states should consider themselves bystanders. In fact, states could play a major role in encouraging the development of pipelines.

That's because states have considerable clout when it comes to promoting more effective school leadership. Their powers include licensing principals, overseeing programs that train future school leaders, and approving degree programs at institutions of higher education. A number of studies have suggested, moreover, that states could assert these powers more aggressively to improve pre-service training, hiring, and performance evaluation and support – each a key pipeline element.<sup>1</sup>

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In addition to flexing their regulatory muscle, states could avail themselves of two other powers: the bully pulpit and the purse. For the former, high-ranking state officials could use their visibility to promote better school leadership and spread the word about pipelines, their elements and their benefits as well as what pipeline construction entails. For the latter, states could help districts shoulder the financial burden of important pipeline features, such as mentoring or internships for aspiring school leaders.<sup>2</sup> There are at least two good reasons why states might consider undertaking this work.

First, state action could help ensure that smaller districts are able to cultivate school leadership to the same degree as larger districts. That a disparity exists is clear from a RAND Corporation national survey in which large-district principals reported receiving more onthe-job supports than smaller-district principals.<sup>3</sup> It's also clear that states can take steps to help close the gap. In recent years, they have, for example, supported academies that provide on-the-job training for principals statewide and that prepare future principals for work in rural districts.<sup>4</sup>

Second, the purpose of pipelines is to cultivate high-quality school leadership, and states over the past decade or so have launched a slew of initiatives that need just that to succeed. "Teaching to new academic standards, evaluating teachers through in-person observations, and using data to direct the various aspects of a school's daily activities – state leaders have crafted policies and regulations across these areas and will be relying on school principals to help make them work," political scientist Paul Manna wrote in a 2015

<sup>1</sup> Linda Darling-Hammond, Michelle LaPointe, Debra Meyerson and Margaret Terry Orr, <u>Pre-</u> paring School Leaders for a Changing World: Lessons From Exemplary Leadership Development Programs (Executive Summary), Stanford, 2007; Jacquelyn Davis, <u>Improving University</u> <u>Principal Preparation Programs: Five Themes From the Field</u>, The Wallace Foundation, 2016; Gina Ikemoto, Matthew Kelemen, Michelle Young and Pamela Tucker, <u>Improving State Evalua-</u> *tion of Principal Preparation Programs*, New Leaders, University Council for Educational Adminstration, 2016; Paul Manna, <u>Developing Excellent School Principals to Advance Teaching and</u> <u>Learning: Considerations for State Policy</u>, The Wallace Foundation, 2015.

<sup>2</sup> Darling-Hammond et al., Preparing School Leaders for a Changing World, 17, 19.

<sup>3</sup> William R. Johnston, Julia H. Kaufman and Lindsey E. Thompson, <u>Support for Instructional</u> Leadership: Supervision, Mentoring, and Professional Development for U.S. School Leaders: <u>Findings From the American School Leader Panel</u>, RAND Corporation, 2016, 1.

<sup>4</sup> Manna, Developing Excellent School Principals to Advance Teaching and Learning, 28-29.

Wallace Foundation-commissioned report, adding: "Without effective principals executing these initiatives with care, they will have little chance of success and, as a result, likely will fail to gain the confidence of teachers, parents, and students."<sup>5</sup>

Now may be an especially opportune moment for states to consider assuming a bigger role in promoting principal pipelines. Why? The Every Student Succeeds Act, otherwise known by its initials, ESSA.

The law, which provides the largest pot of federal funding for public schools in the United States, was passed in late 2015 in part in reaction to its predecessor, No Child Left Behind, which many felt had tipped too much direct authority over education to Washington, D.C. ESSA devolves power, giving states new control over their allotted federal Pre-K-12 dollars and, therefore, related education policies and practices.

At the same time, ESSA offers new possibilities for funding school leadership efforts. For example, states may now use an additional 3 percent of the funding they receive under Title II of the law for state-level activities for principals and other school leaders. Also, states – not just districts – are now eligible to compete for grants from Title II's School Leader Recruitment and Support fund (formerly the School Leadership program) to improve the recruitment, preparation, support and retention of principals and other school leaders in high-needs schools.

ESSA also continues important school leadership opportunities for states that have emerged in federal education funding only in recent years. For example, states may pay for performance incentives for principals and other school leaders through a Title II source now called the Teacher and School Leader Incentive Fund, formerly the Teacher Incentive Fund (known by the initials TIF).

In addition – and this is especially significant – numerous activities to promote better school leadership appear to be backed by research strong enough to meet the law's new evidence requirements, according to a separate new study by RAND. ESSA's research mandates are complicated, and different ESSA programs require different degrees of evidence strength. What's important is that RAND found a research base for a number of activities under each of the four key pipeline elements. Furthermore, the RAND study shows that certain types of principal preparation and professional development activities are supported by research sufficiently strong to make them eligible for funding under the ESSA section with the toughest evidence requirements, the Title I School Improvement Funds program, a major funding pool (roughly \$1 billion authorized annually) targeted at the lowest-performing schools.

The bottom line is that state leaders who want to see effective prin-

cipals in schools throughout their districts may find this an auspicious time to fund pipeline efforts.

#### Below is a sampling of action states can consider taking:

#### Standards

- Make sure state principal standards are up to date, especially in light of the 2015 revision of the national model formerly known as the "ISLLC standards," now called the Professional Standards for Educational Leaders.<sup>6</sup>
- Make these standards readily available, along with job descriptions and other materials based on them.
- Encourage districts to adapt the state standards to their own needs and circumstances.
- Become familiar with the new, first-time national model standards for principal supervisors, and explore whether the state should develop supervisor standards of its own.<sup>7</sup>

#### **Pre-Service Training**

- Use the state's program accreditation power so that university or other programs improve and reflect what principals today need to know and do.
- Support key features of school leader preparation that may be difficult for districts to fully fund on their own, such as on-the-job internships by principals-in-training.
- Provide full or partial scholarships to promising aspiring principals.

#### Hiring

- Make sure licensing requirements are clear and connected to the realities of the principal's job today.
- Help districts develop data systems on job candidates.

#### **Evaluation/On-the-Job Support**

- Ensure that state-mandated performance evaluation is fair, measures what principals need to know and do, and helps shape support for principals.
- In states with licensing renewal, develop renewal that helps principals burnish the skills most important to their job and aids districts in shaping effective professional development.
- Help districts pay to train personnel in new evaluation procedures and to provide novice principals with effective mentors.

<sup>5</sup> Manna, 22. Manna cited Marc S. Tucker and Judy B. Codding, eds., *The Principal Challenge:* Leading and Managing Schools in an Era of Accountability, Jossey-Bass, 2002.

<sup>6</sup> National Policy Board for Educational Administration, <u>Professional Standards for Educational Leaders 2015</u>, National Policy Board for Educational Administration, 2015. These standards were revised with Wallace support.

<sup>7</sup> Council of Chief State School Officers, <u>Model Principal Supervisor Professional Standards</u> <u>2015</u>, Council of Chief State School Officers, 2015. These standards were developed with Wallace support.

#### NOVICE PRINCIPALS REPORTING AN "EXCELLENT" FIT OF THEIR SKILLS, EXPERIENCES, AND INTERESTS WITH THE NEEDS OF THEIR SCHOOL, BY DISTRICT AND COHORT\*



\*Chart from Building a Stronger Principalship (Vol. 5): The Principal Pipeline Initiative in Action, 33.

In addition, the districts enhanced or introduced mechanisms to screen candidates before they could be considered for jobs. In two districts, for example, only those who had emerged from selective in-house training programs were eligible. Elsewhere, districts created hiring pools from which candidates already scrutinized for competence had to be drawn.<sup>32</sup>

Finally, the districts started doing careful vacancy forecasting and succession planning, such as introducing procedures to pinpoint likely openings a year before they occurred, then announce and fill them well ahead of time.<sup>33</sup>

All this work produced benefits. District leaders showed "a noticeable sense of excitement" about the new hiring processes, reporting that they were especially impressed with the knowledge of instruction among the most recent crops of novice principals, defined as those who had been on the job three years or fewer.<sup>34</sup> Perhaps most important, the surveys found a possible correlation between the new hiring procedures and better job placements. In surveys, newer principals were more likely than those hired just a few years earlier to report an "excellent" match between the needs of their schools and their own skills, experiences and interests – perhaps a harbinger of success on the job. <sup>35</sup>

Not that these benefits came without effort. Although the districts were able to introduce the hiring practices with dispatch, implementing them placed new demands on district employ-

<sup>32</sup> Turnbull et al., Vol. 5, 29.

<sup>33</sup> Turnbull et al., Vol. 5, 26.

<sup>34</sup> Turnbull et al., Vol. 5, 30, 34.

<sup>35</sup> Turnbull et al., Vol. 5, 32.





## It's possible for districts to put in place the four key parts of a strong principal pipeline.

ees.<sup>36</sup> In particular, "carrying out performance assessments required substantial time on the part of raters and hiring managers, raising questions about sustainability," one report noted. "As the new systems started up, districts leaned on staff in ways that could lead to burnout or detract from other responsibilities."<sup>37</sup> Developing the data systems, too, required an investment in time. A typical example was a district that needed three years to untangle all complexities of pulling together needed information from a variety of district data systems.<sup>38</sup> Finally, the new procedures did not answer all needs. Districts reported lingering difficulty in finding suitable candidates for high schools as well as both high-needs and affluent schools. In addition, the districts had yet to devise ways to adequately screen candidates for a crucial job attribute, highly developed interpersonal skills. Despite being well prepared in other ways, new principals sometimes proved weak in what leaders in one district described as "emotional intelligence" and what leaders in another called "micro-political skills." As one district leader described it, in their passion and eagerness to make change, some new principals "are coming in with a sledgehammer... they don't realize - it's personal leadership skills..."39

**McManus** (standing), assistant superintendent of educational leadership and professional development for Hillsborough County Public Schools, helps local school officials practice using the district's leader tracking system.

Tricia

<sup>36</sup> Turnbull et al., Vol. 5, 33.

<sup>37</sup> Turnbull et al., Vol. 3, 45.

<sup>38</sup> Turnbull et al., Vol. 5, 34.

<sup>39</sup> Turnbull et al., Vol. 3, 52; Turnbull et al., Vol. 5, 34.



ONGOING EVALUATION AND SUPPORT

DISTRICT LEADERS WANTED MORE OF THEIR NEW PRINCIPALS TO STAY ON THE JOB AND SUCCEED. This prompted a rethinking of how principals, especially novices, were both evaluated and supported. Rather than an exercise in weeding out principals – a counterproductive move especially for districts concerned about high rates of principal turnover – performance evaluation, the reasoning went, should be the vehicle for understanding a principal's strengths and shortcomings, especially in boosting instruction. Support provided through mentors, professional development and, newly, principal supervisors would then seek in large part to shore up the weaknesses uncovered.<sup>40</sup>

SCHOOL DISTRICT

## Evaluation: An Ongoing Conversation About Working Toward Goals

All the districts had to comply with state and federal mandates for principal evaluation. Among other things, this entailed rating principals according to how they carried out their job essentials, called "professional practice," and how their students were doing, measured by "student growth."<sup>41</sup> Five of the districts were located in states that also called for weighting ratings, with the result that student growth accounted for anywhere from 40 percent to 70 percent of a principal's overall evaluation score. In all six districts, student performance on state tests figured into the student growth measurement, but the districts chose a variety of other factors to add to the mix, from student performance on local tests, to growth among the lowest-performing students to attendance rates and comparisons with similarly situated schools.<sup>42</sup>

As for professional practice: The districts made sure that their assessments reflected their new principal standards, so novice principals were being gauged according to the same set of skills stressed in their training and hiring, most notably in instructional leadership.<sup>43</sup>

Districts also set out to make principal evaluation a different animal from the formal, once-ortwice-a-year ritual typical of teacher performance reviews across the nation. The idea was for the person doing the evaluating, the principal's supervisor, to get to know the principal well and to observe and work with the school leader throughout the school year. One principal detailed how

<sup>40</sup> Turnbull et al., Vol. 5, 37-38.

<sup>41</sup> Leslie M. Anderson and Brenda J. Turnbull, <u>Building a Stronger</u> <u>Principalship (Vol. 4): Evaluating and Supporting Principals</u>, Policy Studies Associates, Inc., 2016, 10.

<sup>42</sup> Anderson and Turnbull, Vol. 4, 20-21.

<sup>43</sup> Anderson and Turnbull, Vol. 4, 15.

this played out, describing his evaluation as "an ongoing conversation all the time about what are your goals, how are you working toward those goals, and are you making progress or not."<sup>44</sup>

The reaction to the evaluations was surprisingly positive. Close to 60 percent of new principals agreed to a "great" or "considerable" extent that the assessments provided results that were worth the effort, with another 27 percent saying the results were "somewhat" worth the effort. In other words, the vast majority considered the evaluations worthwhile. The principals gave similarly high ratings on other indicators, including the evaluations' fairness, accuracy in reflecting principal performance, and usefulness in informing principal work.<sup>45</sup> These responses present an eye-opening contrast to what studies have found about earlier generations of principal evaluation: that they "often lacked clear performance expectations or standards" and "failed to focus on the appropriate leadership competencies," and that principals found "limited usefulness" in them for professional learning.<sup>46</sup>

45 Anderson and Turnbull, Vol. 4, 35.

44 Anderson and Turnbull, Vol. 4, 36; Turnbull et al. Vol. 5, 43.

46 Anderson and Turnbull, Vol. 4, 16; Turnbull et al., Vol. 5, 41.





\*Chart from Building a Stronger Principalship (Vol. 5): The Principal Pipeline Initiative in Action, 33.



#### Supports: A Trio

Principal Elizabeth Namba (L) of Hyde-Addison Elementary School in Washington, D.C., and instructional coach Rachel Cerlen chat with Janice Harris (in blue sweater), a principal supervisor.

The companion to evaluation was support, with the districts opting to provide their principals with three types of assistance: mentoring, professional development and, in a big departure from usual district practice, guidance from principal supervisors. In making this trio available, the districts distinguished themselves from the norm. A recent RAND survey of principals nationally found under a third (32 percent) reporting that their districts provided the full triad.47 In addition, while 90 percent of first-year and 74 percent of secondyear Pipeline Initiative principals reported having a mentor, the figures were smaller for roughly comparable districts in the national survey: 82 percent of large-district principals in the national survey said their districts required mentoring for first-years and 52 percent for second years.48

New Supports Bring a New Kind of Principal Supervisor The districts mounted a major effort to give the principal supervisor job a makeover. Why? Principals, like other professionals, respond to the signals and instructions they receive from their managers, and in the case of principal supervisors, these signals have historically stressed compliance with regulations at least as much as effectiveness in improving student learning. To put the emphasis on instructional leadership, the districts shifted the post's focus from handling operations and ensuring compliance with regulations to helping principals develop their muscle, especially in improving instruction.

Most of the districts concluded that this change would be impossible without reducing the number of principals their supervisors oversaw. This was in keeping with research that found that principal supervisors in large urban districts typically are responsible for an average of 24 schools, when a reasonable load for supervision involving more than compliance check-offs would be closer to half that figure.<sup>49</sup> The upshot was that the districts either hired additional supervisors or otherwise reduced the supervisory workload, so each manager could devote more attention to his or her assigned principals.

<sup>47</sup> William R. Johnston, Julia H. Kaufman and Lindsey E. Thompson, *Support for Instructional Leadership: Supervision, Mentoring, and Professional Development for U.S. School Leaders: Findings From the American School Leader Panel*, RAND Corporation, 2016, 6.

<sup>48</sup> Anderson and Turnbull, *Vol.* 4, 44, and Johnston et al., *Support for Instructional Leadership*, 10.

<sup>49</sup> Amanda Corcoran, Michael Casserly, Ricki Price-Baugh, Denise Walston, Robin Hall and Candace Simon, <u>Rethinking Leadership: The</u> <u>Changing Role of Principal Supervisors</u>, Council of the Great City Schools, 2013, 29; Jennifer Gill, <u>Make Room for the Principal Supervi-</u> <u>sors</u>, The Wallace Foundation, 2013, 4.

#### **BOOSTING THE POWER OF PRINCIPAL SUPPORT**

THE PRINCIPAL PIPELINE INITIATIVE STUDY and other recent research offer two intriguing clues about how districts might enhance support for principals. One is that mentoring appears to invigorate other forms of principal aid. In the Pipeline surveys, mentored principals were likelier than others to give high ratings to the help they received from both their supervisors and professional development.<sup>1</sup> The other is that school leaders believe they get a lot out of discussions that concentrate on teaching and learning. In the RAND Corporation national survey of principals, respondents said they valued both mentoring and support from supervisors far more when it focused "to a great extent" on instruction.<sup>2</sup>

The districts also trained the supervisors in such matters as how to give feedback and how to structure school visits.<sup>50</sup> Whether this training would ultimately foster the new capabilities demanded of supervisors who had begun the job when it focused on compliance and operations is an open question. One examination of an effort to change the supervisor's position found that a number of sitting supervisors had to be replaced with those whose skills were more in line with the newly defined job.<sup>51</sup>

The changed supervisor position meant that new principals began seeing much more of their managers. One principal said his supervisor took part in everything from faculty meetings to grade-level planning sessions and had succeeded in bringing a helpful "focus on what's the data, what's our story, what are we doing well and what are we doing not so well and how can we refine those practices."<sup>52</sup> Surprisingly, the researchers saw little evidence of tension between the supervisor's role as support provider and role as evaluator.<sup>53</sup> The graphic on the page 24 shows the ways in which supervisors were increasingly functioning like coaches or mentors.

All these changes hit home. Surveys found that novice principals appreciated the new shape of the supervisor's job. Indeed, as time went on they began to consider the support they received from their supervisors almost as valuable as the support they received from their mentors in areas ranging from selecting professional development to setting and working toward goals.<sup>54</sup>

Perhaps most tellingly, the hoped-for linkage between evaluation and support seemed to be taking place. For example, 86 percent of novice principals whose evaluations indicated that they needed to burnish their instructional leadership capabilities reported receiving help in this area.<sup>55</sup>

Leslie M. Anderson and Brenda J. Turnbull, Building a Stronger Principalship (Vol. 4): Evaluating and Supporting Principals, Policy Studies Associates, Inc., 2016, 46.

<sup>2</sup> William R. Johnston, Julia H. Kaufman and Lindsey E. Thompson, <u>Support for Instructional Leadership: Supervision, Mentoring, and Professional Development for U.S. School Leaders: Findings From the American School Leader Panel</u>, RAND Corporation, 2016, 8.

<sup>50</sup> Anderson and Turnbull, Vol. 4, 40-41.

<sup>51</sup> Amy Saltzman, <u>The Power of Principal Supervisors: How Two</u> <u>Districts Are Remaking an Old Role</u>, The Wallace Foundation, 2016, 8. This article looks at two districts in a separate Wallace effort focusing on principal supervisors.

<sup>52</sup> Anderson and Turnbull, Vol. 4, 42; Turnbull et al., Vol. 5, 44.

<sup>53</sup> Turnbull et al., Vol.5, 44.

<sup>54</sup> Turnbull et al., Vol. 5, 44.

<sup>55</sup> Anderson and Turnbull, Vol. 4, 39.

#### DIFFERENCES IN PRINCIPAL PERCEPTIONS OF THE SUPPORT THEY RE-CEIVED FROM THEIR SUPERVISOR/EVALUATOR AND MENTOR/COACH IN 2013-14 VERSUS 2014-15\*



\*Chart from Building a Stronger Principalship (Vol. 4): Evaluating and Supporting Principals, 43.



## Principals consistently reported that professional development lagged behind mentoring and supervision in helpfulness.

#### Continuing Work

Despite their progress, the districts had work ahead of them. District leaders wrestled, for example, with whether evaluations should hold all principals to the same expectations regardless of whether they were newcomers to the job or headed high-poverty schools.<sup>56</sup>

In focus groups in each district, principals suggested that administrative burdens continued to eat away at the time supervisors could devote to all their individual schools. Several expressed concern about their supervisors' instructional capabilities, suggesting that in some cases the principals knew more than their managers. And even though researchers found little conflict between the supervisor's support and evaluation responsibilities, some principals wondered how much they could trust their bosses with information about their needs.<sup>57</sup>

Professional development (PD) was a clear weak spot; principals consistently reported that it lagged behind mentors and supervisors in helpfulness. More than 40 percent of surveyed school leaders, for example, "strongly agreed" that support from mentors or supervisors had aided them in responding to pressing issues in their schools – almost double the figure for PD.<sup>58</sup> In focus groups, principals were apt to describe PD as focused on compliance and organized with groups, not individuals, in mind.<sup>59</sup> The knot districts needed to untie was how to provide principals with timely PD tailored to their individual needs.

#### A Place in the Pipeline for the AP?

Most of the districts' novice principals - more than two-thirds of those surveyed - came from the assistant principal ranks, so the districts began to grapple with how to make that post a proving ground as well as an apprenticeship for the top slot, while ensuring that the essential functions of APs, especially in tending to large-school operations, got done.60 During the initiative, district leaders began to ponder, among other things, how to prepare and support new APs, how best to evaluate them, and how to develop alternative career paths for those not selected to become principals. Two districts had district training programs in place for APs aspiring to advance; five districts rolled out the principal standards for the APs, too, while making clear that the expected level of proficiency for the AP was not the same as for principals; and four districts introduced mentoring or other on-the-job supports for new APs.61

Still, few thought that what the districts had in place sufficed. One difficulty was ensuring that APs could build their skills at instructional leadership or at least keep skills developed earlier from withering. This was a tough act to pull off. After all, APs are not just seat-warmers. Their work is

<sup>56</sup> Anderson and Turnbull, Vol. 4, 17-18.

<sup>57</sup> Anderson and Turnbull, Vol. 4, 43-44.

<sup>58</sup> Anderson and Turnbull, Vol. 4, 48.

<sup>59</sup> Anderson and Turnbull, Vol. 4, 47; Turnbull et al., Vol. 5, 47.

<sup>60</sup> Turnbull et al., Vol. 5, 49-54.

<sup>61</sup> Turnbull et al., Vol. 5, 50-51.



Anthony, of Prince George's County Public Schools, engages in discussion with Ricki Price-Baugh, of the Council of the Great City Schools, at a gathering of the pipeline districts.

Douglas

vital to smooth school operations. Districts began to address the problem, by giving APs leadership projects, for example, but few felt that a full solution was at hand.<sup>62</sup>

Another problem stemmed from numbers. There are more APs who hope to become principals than there are jobs available. In three annual surveys conducted between 2013 and 2015, 81 percent to 86 percent of novice assistant principals in the districts reported that they had applied for a principalship or intended to do so.<sup>63</sup> To get a rough idea of their chances at clinching the job, one could consider this estimate: Nationally there are about five APs for every principal vacancy.<sup>64</sup> Furthermore, not every AP who wants to become a principal is qualified for the job.

That numerous aspirants would likely never get to sit in the principal's seat meant that districts had to anticipate some disappointment in the ranks, get into the business of managing expectations, and think about jobs other than the principalship to which they could direct APs. Setting up talent pools or other screens to the principalship was one help. So was occasional blunt talk. At a well-attended "So You Want to Be an Administrator" information session in one district, for example, the speaker made clear that each member of the large audience was likely sitting next to a job competitor.<sup>65</sup> Finally, a number of districts were in the early stages of figuring out what alternative career opportunities might appeal to APs.<sup>66</sup>

At this point, districts face more questions than answers as to how to make the AP position a proper stepping stone to the principalship. It could be, researchers say, that districts will "need to follow a similar path to the one they have thus far taken in making system-level improvements in their principal pipelines." <sup>67</sup>

66 Turnbull et al., Vol 5, 54.

<sup>62</sup> Turnbull et al., Vol. 5, 52-54.

<sup>63</sup> Turnbull et al., Vol 5, 49. Annual percentage breakdown provided to Wallace by Policy Studies Associates.

<sup>64</sup> Estimate provided to Wallace by Policy Studies Associates. Estimate derived from the National Center for Education Statistics' 2011-2012 SASS (Schools and Staffing Survey) Principal Survey and the 2012-2013 SASS Principal Follow-Up Survey.

<sup>65</sup> Turnbull et al., Vol 5, 18-19.

<sup>67</sup> Turnbull et al., Vol 5, 54.



A process of piloting and continuous improvement allowed districts to spot and correct unanticipated problems.

## **THE BUILDING CONTINUES:** PILOTING, REFINING, IMPROVING

Establishing a pipeline whose function is to produce an ample, steady supply of high-quality school leaders has required five years of thought and effort in the six districts, and their work continues. A number of pipeline pieces – strengthening non-district principal training, bolstering professional development and rethinking the assistant principal's job, for example – are in their early stages of construction. Other pipeline features need refining, including tweaking new hiring procedures so they don't overly tax those who do the work and ensuring that every principal supervisor can spend the amount of time in schools that the recrafted job calls for.

Nonetheless, what all six districts have shown is that it is possible for a school district to put in place the four key components of a principal pipeline and, further, see rapid progress in areas like hiring. The districts carried out the kinds of policies and practices called for by the initiative "to a striking extent," the researchers write.<sup>68</sup> In other words, they succeeded in constructing important and consequential aspects of a principal pipeline – suggesting that other districts can take on this work, too. Moreover, the pipeline effort has helped the school districts keep a sharp focus on the connection between school leadership and district priorities. Take Denver, which in 2014 launched a district plan whose overarching goal is that at least 80 percent of local students attend a high-performing school by 2020. The plan details five strategies for meeting this objective – and one is leadership. In addition, carrying out the leadership strategy requires, among other things, that the district "develop strong pipelines for leadership, including internal cultivation, school leader preparation programs and focused mentorship."<sup>69</sup>

If the Pipeline effort holds lessons about what districts can do to try to strengthen school leadership, it also provides insight into how to go about this work. The six districts may not have known it at the time, but in a number of instances they engaged in what might loosely be called "continuous improvement."<sup>70</sup> They introduced changes, saw what worked and what didn't, and then made adjustments, being especially attentive if activities from one pipeline component brought

<sup>69</sup> Denver Public Schools, "<u>Denver Public Schools Launches Updated</u> <u>Denver Plan</u>," Aug. 19, 2014; Denver Public Schools, <u>Denver Plan</u> <u>2020: Every Child Succeeds</u>, Denver Public Schools, 2014, 7.

<sup>70</sup> Turnbull et al., Vol. 5, 61.

<sup>68</sup> Turnbull et al., Vol. 5, ii.



## **EXCERPT:** DENVER PUBLIC SCHOOLS' EVERY STUDENT SUCCEEDS PLAN

Leadership:

- Attract, develop and retain strong, values-based leaders across DPS.
- Advance distributed leadership structures in schools through developing and empowering teacher leaders.
- DEVELOP STRONG PIPELINES FOR LEADERSHIP, INCLUD-ING INTERNAL CULTIVATION, SCHOOL LEADER PREPA-RATION PROGRAMS AND FOCUSED MENTORSHIP.

 Ensure school leaders are prepared, supported and held accountable for the success of their students and for meeting the unique needs of their school communities.

to light flaws in another. The districts edited their principal standards, for example, when evaluations and hiring procedures surfaced ambiguities or omissions, such as a lack of emphasis in one district's initial standards on the principal's role in support for English language learners.<sup>71</sup> This approach worked to the districts' advantage, the researchers say. "For any new pipeline component, a process of piloting and continuous improvement gave a needed opportunity to spot and correct unanticipated problems," according to the study.<sup>72</sup> At the same time, "continuous improvement" means there is always work left to do. "No district leader characterized any part of the pipeline design as completed and unchangeable," the researchers say. "Instead, [the districts] continued to refine their systems to incorporate new knowledge, fix flaws and address new issues."<sup>73</sup> The districts accomplished much, and the building goes on.

<sup>71</sup> Turnbull et al., Vol. 5, 10.

<sup>72</sup> Turnbull et al., Vol. 5, 60.

<sup>73</sup> Turnbull et al., Vol. 5, vii.

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By Brenda Turnbull et al., Policy Studies Associates, 2013-2016.

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By Jennifer Gill, The Wallace Foundation, 2016.

A Wallace Story From the Field describes how six districts have developed data systems to help them better train, hire and support school principals.

#### Developing Excellent School Principals to Advance Teaching and Learning: Considerations for State Policy

By Paul Manna, The Wallace Foundation, 2015.

There's no one recipe for improving state policy on school leadership, but a set of considerations about matters including principal licensing and training-program accreditation can help policymakers think through what's right for their state.

#### Districts Matter: Cultivating the Principals Urban Schools Need

By Lee Mitgang, The Wallace Foundation, 2013.

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#### How Leadership Influences Student Learning

By Kenneth Leithwood, Karen Seashore Louis, Stephen Anderson and Kyla Wahlstrom, University of Minnesota and University of Toronto, 2004.

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This Wallace Perspective describes essential steps in improving training for both future principals and those new to the job.

#### The Power of Principal Supervisors: How Two Districts Are Remaking an Old Role

Amy Saltzman (report) and WNET (video), The Wallace Foundation, 2016.

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#### Preparing School Leaders for a Changing World: Lessons from Exemplary Leadership Development Programs

Linda Darling-Hammond, Michelle LaPointe, Debra Meyerson and Margaret Orr, Stanford University, 2007.

A groundbreaking report provides case studies and practical guidelines to help district and state policymakers reinvent how principals are prepared for their jobs.

#### Rethinking Leadership: The Changing Role of Principal Supervisors

By Amanda Corcoran, Michael Casserly, Ricki Price-Baugh, Denise Walston, Robin Hall and Candace Simon, Council of the Great City Schools, 2013.

How can school districts ensure that principal supervisors are able to help principals meet the demands of their jobs? This report provides some early answers.

#### School Leadership Interventions Under the Every Student Succeeds Act

By Rebecca Herman, Susan M. Gates, Emilio Chavez-Herrerias and Mark Harris, RAND Corp., 2016.

The Every Student Succeeds Act opens new possibilities for federal support of efforts to improve school leadership, while laying out evidence standards that the efforts need to meet to qualify for certain funding programs.

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A survey finds that school principals generally receive some on-the-job supports, but not a full trio of supervision, mentoring and professional development.

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5 Penn Plaza, 7th Floor New York, NY 10001 212.251.9700 info@wallacefoundation.org www.wallacefoundation.org