OREA

Legislative Brief

On the Horizon: State Initiative to Strengthen Tennessee Principals

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Key Points

- Tennessee is undergoing a comprehensive leadership redesign aimed at improving the quality of Tennessee's school leaders by reforming each stage of a principal's career.
- The redesign includes new standards for principals that will be used to align principal preparation, licensure, professional development, and evaluation.
- It is unclear whether the partnerships between universities and school districts, a key element of implementing the principal preparation reforms, will be sustainable. In addition, because of funding limitations the leadership redesign policy does not include a principal induction/mentoring program or specialized professional development for school leaders at chronically low-performing schools.

Introduction

High quality school leaders are essential for implementing school reforms, maintaining continuous school improvement, and realizing higher student achievement. In December 2008, the Tennessee State Board of Education (SBE) adopted the "<u>Tennessee</u> <u>Learning Centered Leadership Policy</u>," which aligns principal preparation, licensure, professional development, and evaluation with the state's new school leadership standards. This new comprehensive policy is the foundation of the state's leadership redesign initiative, which seeks to improve the quality of Tennessee's school leaders by reforming each stage of a principal's career.

This brief provides background on the leadership redesign initiative, details the key elements of the redesign policy, and outlines some of the expected outcomes from this initiative. It concludes with a section describing the current status of the redesign, noting some of the challenges that the state, universities, and districts face implementing this new policy.

What is the new leadership redesign policy?

In 2005, the Southern Regional Education Board (SREB) received a grant from the U.S. Department of Education to work with Tennessee on redesigning the principal preparation process. At the request of SREB, the SBE and the Tennessee Higher Education Commission (THEC) established the Tennessee Instructional Leadership Redesign Commission "to build capacity at the state level, in partnership with local agencies and universities, to prepare effective school leaders."¹

The Commission developed the Tennessee Learning Centered Leadership System, and proposed 14 recommendations that focused on five key areas:

- standards
- preparation
- licensure
- professional development, and
- evaluation.

(For a list of the recommendations in each area, click $\underline{here.})^2$

The Commission's proposals were based on current research on effective leadership as well as input from a broad array of educators, legislators, and other stakeholders (for a list of commission and workgroup members, click <u>here</u>). The SBE adopted most of the Commission's leadership redesign proposals as part of the "Tennessee Learning Centered Leadership Policy" on December 15, 2008.³

Why did Tennessee need a leadership redesign?

Several studies place school leadership second only to classroom instruction in its influence on student success.⁴ Research suggests the total effect of leadership on student learning accounts for about a quarter of total school-related effects. School leadership is essential for transforming an unsuccessful school into a successful one; "there are virtually no documented instances of troubled schools being turned around without intervention by a powerful leader."⁵

A 2003 SREB report indicates that the problem many districts have is not a lack of *certified* principals but rather a lack of *qualified* principals.⁶ Again, the leadership redesign initiative is an attempt to improve the quality of Tennessee's school leaders by reforming each stage of a principal's career from preparation to evaluation.

SREB analyzed member states' progress in improving school leadership in 2006.⁷ Exhibit 1 shows that Tennessee has made progress in all but one indicator toward "developing a learning-centered school leadership system." Tennessee is lauded for its work in two indicators in particular: implementing a principal preparation program redesign and basing principal licensure on improved school and classroom practices.

All states and school districts want successful schools that turn out graduates who are well prepared to continue their education and succeed in chosen careers. Achieving this goal is much enhanced by putting at the head of every school a principal who knows how to lead the changes in curriculum and instruction that will result in higher levels of learning for all groups of students.

State Board of Education, "Tennessee Learning Centered Leadership Policy," Policy 5.101, adopted December 15, 2008, p. 1.

Exhibit 1: Tennessee's Progress in Developing a Learning-Centered School Leadership System, 2006

SREB Indicator	Tennessee's Progress
Recruit and select future school leaders	Some
Redesign principal preparation programs to emphasize curriculum, instruction, and student learning	Promising
Develop programs with school-based experiences that prepare participants to lead school improvement.	Some
Base professional-level licensure on improved school and classroom practices	Promising
Create alternative pathways to initial licensure	None
Provide training and support for leadership teams in low- performing schools	Some

Source: Southern Regional Education Board, *Schools Need Good Leaders Now: State Progress in Creating a Learning-Centered School Leadership System*, 2007, p. 5, <u>http://www.sreb.org/</u> (accessed April 3, 2009).

What are the key elements of the leadership redesign policy?

The five key elements of Tennessee's leadership redesign policy include: 1) standards, 2) selection and preparation process, 3) licensure, 4) professional development, and 5) evaluation.

New Standards

The Tennessee Instructional Leadership Standards (TILS) represent the cornerstone of Tennessee's leadership redesign policy. The <u>TILS</u>, as adopted by the State Board of Education, identify indicators of effective principal performance in seven categories. (See Exhibit 2.)

The state's new leadership standards are aligned to national leadership standards promulgated by several organizations, including the Interstate School Leaders Licensure Consortium (ISLLC) Standards for School Leaders.⁸ The ISLLC standards have been used for years to develop curriculum for preparation programs, create license requirements, and/or help districts develop current leaders in the system.⁹ Similarly, the new standards now help ensure that all levels of principal development will be aligned. (See Exhibit 3.)

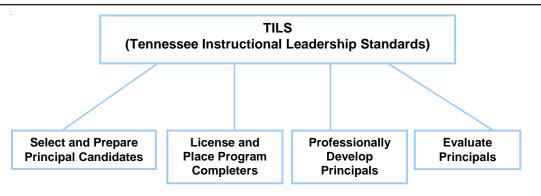
According to SBE and Tennessee Department of Education (TDOE) officials, principal preparation programs in Tennessee are in the process of revising their education administrator program curricula to reflect the newly adopted standards for prospective principals. This process must be complete by January 2010. In addition, current principals will be exposed to the new standards through completing professional development requirements – now aligned with the new standards – through the Tennessee Academy for School Leaders (TASL).¹⁰

Standard	An effective instructional leader	
Continuous Improvement	Implements a systematic, coherent approach to bring about the continuous growth in the academic achievement of all students.	
Culture for Teaching and Learning	Creates a school culture and climate based on high expectations conducive to the success of all students.	
Instructional Leadership and Assessment	Facilitates the use of instructional practices that are based on assessment data and continually improve student learning.	
Professional Growth	Improves student learning and achievement by developing and sustaining high quality professional development.	
Management of the School	Facilitates learning and teaching through the effective use of resources.	
Ethics	Facilitates continuous improvement in student achievement through processes that meet the highest ethical standards and promote advocacy including political action when appropriate.	
Diversity	Responds to and influences the larger personal, political, social, economic, legal and cultural context in the classroom, school, and the local community while addressing diverse student needs to ensure the success of all students.	

Exhibit 2: Tennessee Instructional Leadership Standards (TILS)

Source: State Board of Education, "Tennessee Learning Centered Leadership Policy," Policy 5.101, adopted December 15, 2008.

Exhibit 3: Common Standards Across All Four Stages of Principal Development



Revised Selection and Preparation Process

A key element in the redesign is to improve principal preparation programs by requiring collaborations with local districts. The new policy requires all university preparation programs to:

- work collaboratively to establish "dynamic and documented" district-university partnerships;
- adopt "highly selective admission standards" in partnership with school district(s);
- design (or redesign) all new and existing advanced programs/curriculum in education administration based on comprehensive standards, state accountability requirements, and core competencies;
- include practicum/field-based experiences; and
- participate in the state's new program approval process, which is conducted by an external evaluation team.

The intent of the new selection and preparation process is to help districts identify potential principal candidates and allow for districts to better plan for the succession of principals in their schools.¹¹ While the district is not required to recommend a candidate, it may provide input to the admitting university. In addition, the number of quality candidates who are committed to completing the preparation program and becoming future school principals and leaders should increase at the universities.

New Multi-Level Licensure System

In September 2009, Tennessee moved from a twotiered licensure system for school administrators to a four-tiered system. The new licensure system better recognizes the varying levels – aspiring (i.e., intraining), beginning, professional, and exemplary – of leadership expertise. (See Exhibit 4.)

Current school administrator program candidates, graduates, and/or license holders will be grandfathered into the new licensure system over the next three to five years. According to SBE officials, current principals will be automatically transitioned into the new licensure system by continuing to complete their Tennessee Academy for School Leaders (TASL) requirements.¹²

New Professional Development Criteria and Guidelines

The new leadership redesign also outlines the new criteria and guidelines for professional development. The new guidelines require all professional development for principals to:

- be based on the new standards (TILS);
- be results-driven;
- provide for continuous improvement of the school;
- link research and practice;
- be embedded in the day-to-day work;

It is critical that universities and LEAs work together to identify and secure candidates for instructional leadership based upon local needs identified using student achievement data and emerging research about the dispositions and characteristics of exemplary school leaders.

State Board of Education, "Tennessee Learning Centered Leadership Policy," Policy 5.101, adopted December 15, 2008, p. 3.

Exhibit 4: Tennessee's New Instructional Leader Licensure System

Type of license (License code)	License status	Entity responsible for recommending candidates for licensure	
Aspiring Instructional Leadership License (ILL-A)	Optional and temporary for aspiring leaders who have not yet completed training	Leadership preparation program	
Beginning Instructional Leadership License (ILL-B)	An initial 5-year license	Leadership preparation program	
Professional Instructional Leadership License (ILL-P)	5-year renewal cycle	LEA director of schools and TASL director	
Exemplary Instructional Leadership License (ILL-E)	Optional; 8-year renewal cycle	LEA director of schools and TDOE panel	

Source: State Board of Education, "Tennessee Learning Centered Leadership Policy," Policy 5.101, adopted December 15, 2008, p. 12; Southern Regional Education Board, *Preparing a New Breed of Principals in Tennessee: Instructional Leadership Redesign in Action*, August 2009, p.2.

- address individual needs, accommodate the total career span of administrators, and provide for collaborative learning; and
- be data-driven.

Principals will continue to receive professional development primarily through TASL. However, the TASL course offerings will be aligned to the new standards and professional criteria and guidelines.¹³

New Standards Apply to Performance Contracts and Evaluations

New provisions for principals' performance contracts and evaluations are a part of the leadership policy as well, and will be based on achieving performance goals and TILS competency development. The new evaluation tools include an extensive rubric based on the TILS standards, as well as templates for an evaluation, a professional growth plan, and a performance contract. The same evaluation instrument can be used during the leadership preparation program as well as on the job.¹⁴ The Tennessee Instructional Leaders Professional Growth Plan is to be completed and agreed upon by the principal and the director of schools on a yearly basis to guide professional growth, and may align with the principal's performance contract.

SBE officials indicate that while principals are expected to meet the new standards and competencies, superintendents and districts are not required to use these new evaluation tools.¹⁵

When will the new leadership policy go into effect?

The new Tennessee Learning Centered Leadership Policy replaces previous policies affecting principal preparation, development, and evaluation.¹⁷ The new policy will be transitioned into place under the following timeline:

Exhibit 5: Implementation Timeline for the Leadership Redesign

September 15, 2009:

- Four new leadership licenses took effect
- Transition plan for old licenses to new license began
- Transition plan for current principal candidates to new licensure began

By January 1, 2010:

- "All instructional leadership preparation programs must be approved by an evaluation team before leadership licensure privileges are granted"
- LEAs and institutions of higher education (IHEs) must sign a partnership agreement and implement new candidate selection process
- All IHE preparation programs must adapt their programs to align with TILS and provide practicum experiences for candidates
- Principals holding a Beginning Administrator License may begin to complete the requirements for earning a Professional Administrator License

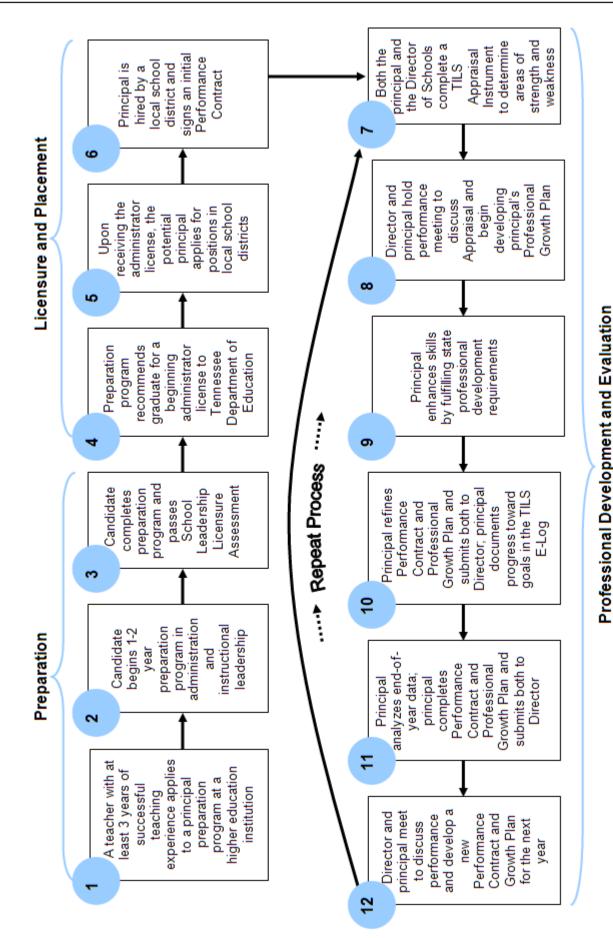
By September 1, 2011:

 All principal candidates must meet new standards to graduate

By July 1, 2022:

 All principals in Tennessee must hold new licenses

Source: State Board of Education, "Tennessee Learning Centered Leadership Policy," Policy 5.101, adopted December 15, 2008, pp. 7, 10, 12-14.



As part of the application process, teachers must submit evidence of success at improving student achievement and demonstrating leadership. The partnership agreement between local school districts and preparation programs outlines what constitutes the evidence of success.

2 Preparation curriculum is aligned with the Tennessee Instructional Leadership Standards (TILS). These standards provide the basis for every aspect of the principal pipeline - from preparation to evaluation. Preparation programs must include field-based experiences that allow candidates to apply what they are learning to real-life situations.

3

The School Leadership Licensure Assessment (SLLA) is part of the PRAXIS educator assessment series administered by Educational Testing Services. Tennessee candidates must obtain a minimum of 156 out of 200 on the SLLA.¹⁶

4

Preparation programs recommend candidates for one of two Instructional Leadership Licenses: (ILL) – ILL-Aspiring (ILL-A) or ILL-Beginning (ILL-B). The introductory ILL-A, which is optional, is granted to individuals who may need more time to develop before receiving a 5-year license. The ILL-B is an initial five year license.

5

Though the Tennessee Department of Education has an online search resource for teaching positions, the Department does not have this for administrative positions. Potential principals must search individual school districts for position listings.

6

Directors of schools develop a Performance Contract for each of his/her principals. The contracts include benchmarks for school performance on tests and other indicators. They include opportunities for evidence of progress to be added throughout the year. The contracts also include consequences for the principal when those standards are not met.

The TILS Appraisal Instrument can be used during the principal preparation program as well as on-the-job. The instrument is in a rubric format, with areas to indicate aspiring, beginning, professional, or exemplary performance. It includes space for principal selfratings, the director of schools' ratings of the principal, and the coach or mentor ratings.

7

8 At the first performance meeting, the director of schools and the principal discuss the TILS Appraisal Instrument and review school data. Together, the two develop goals for the remainder of the year, and begin developing the principal's Professional Growth Plan.

9 Principals must earn a minimum of 28 hours of Tennessee Academy for School Leaders (TASL) credits every two years. TASL courses are offered by the Department of Education across the state and cover a range of topics relating to administration.

10 Like the TILS Appraisal Instrument, the TILS E-Log can be used during preparation programs and on the job. The log allows principals to document evidence of progress in the standards in an easy format.

11 At the end of the school year, principals review achievement and other data and finalize the Performance Contract and Growth Plan.

12 At the year-end meeting, the Director and principal review the principal's contract and Professional Growth Plan and discuss performance. The summative data inform the goals for the principal's Performance Contract and Professional Growth Plan for the next year. The following year, the principal and Director (or designee) meet again to review a new TILS Appraisal Instrument, and the evaluation and professional development components begin again.

After proven success as a principal, school districts can recommend to the Department that the principal receive an ILL-Professional license. School districts, in conjunction with the Tennessee Department of Education, can also recommend exceptional principals for an ILL-Exemplary license.

Sources: State Board of Education, "Tennessee Learning Centered Leadership Policy," Policy 5.101, adopted December 15, 2008; Tennessee Department of Education, "2009-10 Praxis Series Exams Required for Licensure in Tennessee;" Public Chapter 376 (2007); Tennessee Department of Education, "Administrators License;" Southern Regional Education Board, Preparing a New Breed of Principals in Tennessee: Instructional Leadership Redesign in Action, August 2009.

What are the expected outcomes of the leadership redesign?

The Tennessee Learning Centered Leadership Policy is expected to establish:

- common, more rigorous standards at all stages of principal preparation, development, and evaluation;
- increased collaboration between K-12 and higher education; and
- a four-tiered, competency-based licensure system.

In addition, according to SREB, one of the significant outcomes of this project is the modeling of two leadership preparation programs that are aligned to the key components of a comprehensive leadership reform. In 2005, the state began two pilot programs [one at East Tennessee State University (ETSU) and one at the University of Memphis] to implement and assess the preparation program policies and recommendations developed by the Commission. The two universities are partnering with three local school districts - Kingsport City, Greeneville City, and Memphis City - to prepare 28 aspiring principals who are committed to serving in high-need schools. Projected results include continuing partnerships between local districts and universities, as well as allowing experienced mentor principals and district staff to coach and train current principals.18

SREB recently released its report describing the work at these two pilot sites, along with Tennessee's efforts to bring the redesign to scale statewide. SREB reports:

> The results of this pilot program in two different universities and community settings indicate that the critical components of a redesigned leadership program can work in both a large urban district and small rural districts. Of the 28 candidates initially selected for the program,

24 graduated at the end of two years – a graduation rate of 86 percent. In the year following graduation, 10 candidates were serving as school administrators and eight were in other leadership positions.¹⁹

What are some of the challenges to implementing the leadership redesign? Development and sustainability of university and district partnerships a concern

"Dynamic and documented" partnerships between universities and local school districts are a key element in the new selection and preparation processes for prospective principals. The leadership redesign policy outlines what universities and districts are supposed to include in their partnership agreements, such as how the partners will: 1) create a shared vision and program design; 2) meet the leadership needs of the LEA; 3) support selected candidates; and 4) provide highquality field experiences.

TDOE officials reported they had received a little over half of the partnership agreements as of May 2009. SBE officials said that they were "surprised" by the lack of urgency from many districts across the state regarding developing the new partnership agreements. They acknowledged that this lack of urgency may stem in part from a lack of resources and funding for this new initiative.²⁰

In addition, partnership sustainability may become a problem. While Department officials suggest that the submitted partnership agreements look promising, they have also voiced concern over universities and districts maintaining these new partnerships.²¹ Similarly, SREB warns states to "not assume that universities or districts know how to form true partnerships. They must learn a common language and receive guidance to understand that these partnerships are a win-win for both."²² Vanderbilt education professor and national

Exhibit 7: SREB Pilot Program – University/District Partnerships

University	District(s)	Graduates	Setting
University of Memphis	Memphis City	15	Urban/high-minority district
ETSU	Greeneville City	4	Small district/rural Appalachia
	Kingsport City	5	Small district/rural Appalachia

Source: Southern Regional Education Board, Preparing a New Breed of Principals in Tennessee: Instructional Leadership Redesign in Action, August 2009, p.1.

educational leadership expert Joseph F. Murphy agrees. In an *Education Week* article on Tennessee's leadership redesign efforts, Murphy stated

> it's very rare for there to be deep partnerships between universities and districts...University faculty are hired usually because they are brilliant in school finance or some other area of expertise, but few of them have been trained on how to plan and develop new programs. There will have to be a great deal of technical assistance to make these partnerships work.²³

Lack of a principal induction/mentoring program and specialized professional development are key missing elements of the new policy

Two of the key recommendations made by the Leadership Redesign Commission were not included in the new leadership policy due to budgetary constraints. The recommendations called for the implementation of a principal induction program including the requirement for mentoring, and the establishment of an interdisciplinary Professional Development Academy "to offer specialized training and support for instructional leaders and teams from chronically lowperforming schools."²⁴ In addition, SREB notes one of the valuable lessons learned from Tennessee's pilot programs has been that "graduates need on-the-job mentoring during induction into new positions."²⁵

State education officials noted lack of funding for the new principal induction program as a major problem. While state education officials insist that high quality mentoring is essential, they are leaving the implementation and funding of this component up to local districts.²⁶ Moreover, SBE officials said there are no resources to establish the interdisciplinary professional development academy for school leaders of chronically-low performing schools.²⁷

Conclusion

Tennessee is one of the first states to complete a comprehensive leadership redesign, as a part of a national model established by the Wallace Foundation. According to SBE officials, Tennessee was the third state to finish revising its standards and adopt policies.²⁸

While the work of the Leadership Redesign Commission, along with the SBE, in developing and adopting the new leadership redesign policy is commendable, the success of this leadership redesign initiative will not be seen for at least a couple of years. As SREB notes, "evaluation of graduates and preparation programs is essential, but will not happen unless required. Without evaluation, the state will not know whether the program made a difference in leadership practices, instructional practices, and student learning."29 The success of the new policy will be measured by improvement in the quality of Tennessee's principals, which can in turn be measured by the engagement of all students in rigorous, relevant learning experiences and by improvement in student achievement.

Endnotes

- ¹ Tennessee State Board of Education, "Tennessee School Leadership Redesign Commission," <u>http://www.tennessee.gov/sbe/</u> (accessed February 4, 2009).
- ² Tennessee State Board of Education, "Tennessee Learning Centered Leadership System Report," April 25, 2008, p.2.
- ³ Ibid., p. 1.
- ⁴ Linda Darling-Hammond, "Excellent Teachers Deserve Excellent Leaders," *Education Leadership: A Bridge to School Reform*, prepared for the Wallace Foundation's National Conference, October 2007, p. 17, <u>http://www.wallacefoundation.org/</u> (accessed April 1, 2009); Kenneth Leithwood, Karen Seashore Louis, Stephen Anderson and Kyla Wahlstrom, *How Leadership Influences Student Learning*, Learning from Leadership Project, commissioned by the Wallace Foundation, 2004, p. 5, <u>http://www.wallacefoundation.org/</u> (accessed March 6, 2009).
- ⁵ Kenneth Leithwood, Karen Seashore Louis, Stephen Anderson and Kyla Wahlstrom, *How Leadership Influences Student Learning*, Learning from Leadership Project, commissioned by the Wallace Foundation, 2004, p. 5, http://www.wallacefoundation.org/ (accessed March 6, 2009).
- ⁶ Southern Regional Education Board, *Good Principals Are the Key to Successful Schools: Six Strategies to Prepare More Good Principals*, 2003, p. 1, <u>http://www.sreb.org/</u> (accessed March 2, 2009).
- ⁷ Southern Regional Education Board, Schools Need Good Leaders Now: State Progress in Creating a Learning-Centered School Leadership System, 2007, p. 5, <u>http://www.sreb.org/</u> (accessed April 3, 2009).
- ⁸ Other organizations include the Educational Leadership Constituent Council (ELCC) Standards for School District Leadership, and the American Association of School Administrators (AASA) Standards.
- ⁹ Education Commission of the States, *Leader Standards*, Katy Anthes, January 2005, <u>http://www.ecs.org/</u> (accessed April 1, 2009).
- ¹⁰ Gary Nixon, Tennessee State Board of Education, interview, May 19, 2009; Angie Cannon, Tennessee Department of Education, interview, May 27, 2009.
- ¹¹ Gary Nixon, Tennessee State Board of Education, interview, May 19, 2009; Southern Regional Education Board, *Preparing a New Breed of Principals in Tennessee: Instructional Leadership Redesign in Action*, August 2009, <u>http://www.sreb.org/</u> (accessed August 12, 2009).
- ¹² Gary Nixon, Tennessee State Board of Education, interview, May 19, 2009.
- ¹³ Gary Nixon, Tennessee State Board of Education, interview, May 19, 2009.
- ¹⁴ Tennessee State Board of Education, "Tennessee Learning Centered Leadership System Report," Agenda, Report Item: II. B., April 25, 2008; Gary Nixon, Tennessee State Board of Education, interview, May 19, 2009; Angie Cannon, Tennessee Department of Education, interview, May 27, 2009; Southern Regional Education Board, *Preparing a New Breed of Principals in Tennessee: Instructional Leadership Redesign in Action*, August 2009, p.11, <u>http://www.sreb.org/</u> (accessed August 12, 2009).
- ¹⁵ Gary Nixon, Tennessee State Board of Education, interview, May 19, 2009.
- ¹⁶ At the July 2009 SBE meeting, the TDOE introduced a score proposal for the new SLLA Praxis Exam (1011). [Test 1011 replaced test 1010 starting in September, 2009.] The Tennessee passing score on the older version of the SLLA (1010) was 156. Based on the feedback of a multi-state panel, the state is recommending a passing score of 160 for the new version (1011). However, in the transition period, the passing score will remain156 until the SBE officially approves the score of 160.
- ¹⁷ The Tennessee Learning Centered Leadership Policy replaces previous State Board of Education Policy 5.101 Principals in Tennessee Schools, 5.102 Supervisor in Tennessee Schools, and Administrator/Supervisor PreK-12 9 (Graduate Level) Licensure Standards (including guidelines and program implementation standards).
- ¹⁸ Southern Regional Education Board, *Preparing a New Breed of Principals in Tennessee: Instructional Leadership Redesign in Action*, August 2009, <u>http://www.sreb.org/</u> (accessed August 12, 2009).
- ¹⁹ Southern Regional Education Board, *Preparing a New Breed of Principals in Tennessee: Instructional Leadership Redesign in Action*, August 2009, p.1, <u>http://www.sreb.org/</u> (accessed August 12, 2009).
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- ²³ Education Week, "Tenn. To Change Training, Licensure Rules for Principals," Leslie A. Maxwell, December 10, 2008.
- ²⁴ Tennessee State Board of Education, "Tennessee Learning Centered Leadership System Report," Agenda, Report Item: II. B., April 25, 2008.
- ²⁵ Southern Regional Education Board, Preparing a New Breed of Principals in Tennessee: Instructional Leadership Redesign in Action, August 2009, p.13, <u>http://www.sreb.org/</u> (accessed August 12, 2009).
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- ²⁷ Gary Nixon, Tennessee State Board of Education, interview, May 19, 2009.
- ²⁸ Gary Nixon, Tennessee State Board of Education, interview, May 19, 2009.
- ²⁹ Southern Regional Education Board, Preparing a New Breed of Principals in Tennessee: Instructional Leadership Redesign in Action, August 2009, p.13, <u>http://www.sreb.org/</u> (accessed August 12, 2009).

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