ILLINOIS SCHOOL LEADERSHIP ADVISORY COUNCIL

FINAL REPORT

ISLAC

ILLINOIS SCHOOL LEADERSHIP ADVISORY COUNCIL

Convened by ISBE and IBHE, with generous funding support from The Wallace Foundation and the Robert R. McCormick Foundation, the Illinois School Leadership Advisory Council serves as a strategic planning group to continue to strengthen leadership development and support in Illinois.

Our goal is to ensure a statewide commitment to the continuous improvement of school leader preparation and development that respects the voices from school districts, institutions of higher education, professional organizations, state agencies, non-profits, and others who have a clear stake in the quality of teaching and learning in Illinois schools.

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EXECUTIVE SUMMARY

BACKGROUND AND PURPOSE OF THIS REPORT

In 2010, Illinois became the first state to create a PK-12 principal endorsement, an innovation that has drawn national attention for its comprehensive approach to improving school leader preparation. Within the state, the endorsement has sparked new partnerships between school districts and institutions of higher education. The new preparation programs these partnerships have launched are just beginning to produce principals, and multiple sources have lauded the quality of these new school leaders and those expected to follow. However, state policy leaders in PK-12 and higher education recognize that simply establishing new programs will not suffice to create a strong, sustainable pipeline of highly-qualified principals for Illinois. It will take thoughtful state-level policy and collaboration to create an "architecture of support" that provides the resources and accountability needed to build and sustain preparation for the next generation of Illinois principals.

To design this architecture, the Illinois State Board of Education (ISBE) and Illinois Board of Higher Education (IBHE) joined with Advance Illinois and the Center for the Study of Education Policy at Illinois State University to create the Illinois School Leadership Advisory Council (ISLAC), with generous funding support by the Wallace Foundation and the McCormick Foundation. Charged with developing a five-year strategic plan to support and sustain the pipeline of high-quality principals across the state, ISLAC convened more than 50 stakeholders from school districts, institutions of higher education, funders, legislators, professional organizations and other groups.

ISLAC participants recognize the importance of school leadership and are committed to developing programs that meet the challenges of today's schools. The need has never been greater for school leaders who know how to develop school capacity to meet the learning needs of an increasingly diverse student population. Stakeholders understand that if we expect more from school leaders, then we must also expect more from the programs that prepare them for leadership. This is particularly true in an era of unprecedented change in the demographics of our student body, the level of education required by a changing economy, and the role of state policy in meeting these educational goals.

ISLAC met six times between September 2014 and June 2015, hosting presentations by the national Executive Director of the University Council on Educational Administration; researchers from the Illinois Education Research Council, the University of Chicago Consortium on School Research, and Illinois universities; and university and school district partners now operating next-generation principal preparation programs. By hosting these guest presenters, the Council learned much about the 21st Century skills that principals need if they are to lead vision, people, and systems toward continuously improving learning outcomes. The Council also learned that while the new principal endorsement law in Illinois is perceived by colleges, universities and districts as a positive step toward improved selection and preparation of school leaders, concerns remain about how to implement the new legislation most efficiently and sustainably.

To address these concerns, ISLAC formed four study teams to examine potential best practices: Program Cohesion and Continuous Improvement; Quality Assurance; Partnerships and Training; and Network Supports. The study teams pursued the following two key questions to guide state policy and practice regarding principal preparation:

- What do school leaders do that leads to significantly improved student learning?
- How can Illinois provide the **systemic supports** that ensure all new school leaders are learning what they need to improve student academic performance in all Illinois schools?

Two parallel projects were under way at the state and national levels concurrently with the work of ISLAC, and reports from these projects are now available. At the state level, the University of Chicago Consortium on School Research and the Illinois Education Research Council have jointly released the report, *Restructuring Principal Preparation in Illinois: Perspectives on Implementation Successes, Challenges, and Future Outlook*, which reinforces the importance of ISLAC's work:

> Although there are concerns about the new policy's implementation—particularly involving the restricted pipeline, stretched resources, and "one-size-fits-all" approach—and many of the stakeholders emphasize the need for evaluations of both programs and other policy impacts to avoid unintended consequences, the majority of program representatives and statewide stakeholders indicated that they support the goals of the new policy and have a positive outlook on its impact in the future of principal preparation in Illinois. Most believe that the redesigned principal preparation programs will ultimately create better prepared school principals, as well as improved student achievement and more successful schools (IERC 2015, p. 10).

Nationally, the Wallace Foundation has examined the roles states can play to revamp principal preparation programs across the country. Illinois readers of *Developing Excellent School Principals to Advance Teaching and Learning: Considerations for State Policy* will note that our state is singled out as a leader in principal preparation policy, and that we have already implemented many of the report's key recommendations. At the same time, the Wallace report emphasizes that a great deal of state-level work yet remains. Moreover, the Developing Excellent School Principals report asks questions that are central to ISLAC's work:

> How can the state move a policy agenda forward while simultaneously maintaining flexibility to respond to inevitable challenges (and potential opportunities, too) that may arise in the future? Further, how to ensure that promising efforts can be sustained and be given the time to produce results instead of being swiftly abandoned as the political winds shift? (Manna 2015, p. 12).

CREATING AN ARCHITECTURE OF STATEWIDE SUPPORT FOR PRINCIPAL PREPARATION

For Illinois to make a significant, measurable impact on student learning through improved principal preparation, state leaders must build a statewide architecture of preparation program support. ISLAC study team recommendations converged around *three common themes* that frame a statewide, systemic approach to improving school leader development:

STATE-LEVEL LEADERSHIP

To ensure consistent support for high-quality school leader preparation, ISLAC recommends that Illinois create a state-level "Office of School Leadership." This office would be established by ISBE and IBHE but formally advised by key stakeholders in leadership preparation statewide. While it is beyond ISLAC's purview to define the structure of such an office, we urge the state to recognize that unless some entity *takes primary charge* of school leader preparation and development in Illinois, the state will lose the full power of this crucial lever for school improvement. Such an office could set the course for ISBE's Regional Offices of Education to serve as "hubs" of resources and support for principal preparation programs. This, in turn, would signal a shift of mindset away from compliance toward *continuous improvement* and attention to the quality and effectiveness of program graduates. Such a unit could also establish equitable, educative and transparent reporting requirements for preparation programs and publish annual reports that include quality indicators and evidence of success.

COMMUNITIES OF PRACTICE

Under the leadership of the state-level office and with the support of the designated advisory group, Regional Offices of Education, school districts, institutions of higher education, professional associations and others could connect and support programs as they create communities of practice for emerging school leaders. School leader candidates-in-training and working principals could benefit from participating in "cycles of inquiry" within communities of practice. Regional Superintendents could help organize and support these efforts, and assist preparation programs and school districts in using data to guide internal improvement planning. They could also address region-specific challenges in building robust systems of principal recruitment and succession planning, thus ensuring a strong, diverse leadership pipeline statewide—in rural, urban, and suburban Illinois.

CLINICAL EXPERIENCE

The critical importance of high-quality clinical experiences for principal candidates has attracted increasing attention nationwide. *Leadership development takes place most effectively through leadership experience*. Related coursework must be both academically rigorous and strategically aligned with the experiences principal candidates will undertake as clinicians. Moreover, exemplary clinical experiences require close collaboration between program providers and school district leaders, who in effect become partners in program design, implementation, and assessment.

These major themes, together with specific recommendations from each study team, enabled ISLAC to develop a **Five-Year Strategic Plan** for High Quality Principal Development at Scale. The plan's goals include:

- Ensuring that district and regional partnerships have the resources, flexibility and support they need to implement robust, effective and collaborative programs.
- Committing resources to establishing a statewide community of practice that will develop local capacity for high-quality implementation through networked improvement strategies responsive to district and regional diversity.
- Recognizing the importance of site-based learning, supported by a community of learners that includes university faculty, district administrators, and networks that bridge higher education, district administrators and professional associations. *Site-based learning is as critical to the future of school leader development as internships and residencies are to the medical profession*. Therefore, the State must build capacity within districts and regions to develop mentors and leadership coaches, and to base their selection on demonstrated expertise, not merely proximity.
- Ensuring that principal preparation and ongoing support will include professional networks and well-designed cycles of inquiry to enable program leaders to monitor and improve program effectiveness in preparing highly effective leaders for Illinois' changing and increasingly diverse student population.
- Ensuring that data systems will serve two key purposes: continuous improvement of principal preparation programs, and the demonstration of evidence of program impact. The primary use of data should be at the program improvement level, and secondarily, the state can use these data to help ensure that the school-improvement goals of the principal endorsement legislation are being achieved.
- Ensuring a robust and diverse preparation pipeline in the context of succession planning, including principals, assistant principals and teacher leaders.
- Creating a state-level office charged with ensuring the quality of school leadership development. Because the preparation and development of school leaders is a statewide imperative that affects multiple levels of the system, the new office should be constituted, or formally advised, by broadly representative membership.

For Illinois to make a significant, measurable impact on student learning through improved principal preparation, state leaders must build a statewide architecture of preparation program support.

SYSTEMIC STRATEGIES FOR IMPROVING SCHOOL LEADER DEVELOPMENT AT SCALE

STUDY-TEAM RECOMMENDATIONS IN BRIEF

The ISLAC five-year plan describes specific actions to be taken in each of the four major domains of the study teams, a logic model for organizing those actions into increased state capacity to support high quality programs, and two timeline models to be used simultaneously for *cost-effective* implementation of these recommendations.

While for the most part, the four study teams' recommendations were generated independently, cross-cutting themes clearly emerged. From these themes and recommendations emerged a *systemic vision*—that while each program will in its own particular context bring unique strengths to the development of school leaders, it will be essential to develop a network of collaboration to support a statewide commitment to school leadership that is informed by district-level practitioners, program faculty, leading-edge research, and evidence of success grounded in effective systems of data analysis. State policy to support such a vision is critical for creating the change necessary to meet the increasing expectations on our school system at scale.

I. PROGRAM COHESION AND CONTINUOUS IMPROVEMENT

School leaders today must have the skills and dispositions to meet the needs of an ever-changing, diverse student population. To ensure the preparation of highly effective leaders, principal preparation and ongoing support will include well-designed, tightly integrated courses, fieldwork and internships that provide authentic leadership experiences supported by highly-qualified mentors. To ensure program cohesion and continuous improvement, principal preparation programs will, for example:

- Increase the diversity of the leadership talent pipeline and improve leaders' cultural competencies.
- Design, implement and report out a continuous improvement process that ensures program cohesion and effectiveness.

II. QUALITY ASSURANCE

Illinois must support data analysis at the program level for purposes of continuous improvement, while improving and coordinating data analysis for reporting to different regulatory bodies (e.g., ISBE, IBHE, Council for the Accreditation of Educator Preparation (CAEP), individual institutional requirements, etc.). All stakeholders must build the capacity to report and analyze information in ways that improve school leadership preparation and development. The State should also regularly assess the data burden on credentialing program partnerships to ensure that the data collected are necessary and useful. For example, the state should:

- Establish a state-level Office of School Leadership, advised by multiple stakeholders, to increase understanding of the importance of school leadership as a vital and cost-effective lever for improved student learning. The Office should ensure that a third-party evaluation is conducted on the state's leadership development performance and policy every 3-4 years.
- At a minimum, as part of the current reporting structure and on-going continuous improvement efforts, principal preparation programs shall be required to collect and report annually to ISBE/IBHE the kinds of quality indicators that will provide information on whether the intended outcomes of the Illinois PK-12 principal endorsement law are being achieved in terms of improved principal and school performance. A range of such measures, with breakouts including percentages in racial and gender populations for each measure, would include:
  - Evidence of selectivity of candidates (not simply the acceptance rate)
  - Total number of candidates currently enrolled in the program
  - Total number of program graduates annually earning Principal Endorsements

(continued)

II. QUALITY ASSURANCE *(continued)*

- Total number of program graduates who obtain principal positions in 1, 2, and 3 years beyond completion of the program
- Percentage of program graduates in principal or assistant principal (AP) positions who have been rated in each of the four performance categories on evaluations that comply with the Illinois Performance Evaluation Reform Act (PERA)
- Percentage of program graduates in principal or AP positions who lead schools demonstrating positive, flat, or negative student growth, as defined in PERA
- Percentage of program graduates in principal or AP positions who demonstrate positive, neutral, or negative impact based on a state-mandated school climate and culture survey
- Number of program graduates who, after serving as principal, were promoted to district or regional leadership positions
- Evidence demonstrating how programs use data for continuous improvement

III. PARTNERSHIPS AND TRAINING

Illinois should provide statewide regional partnerships for the distribution of leadership preparation resources to all school districts in Illinois, providing school districts and Institutions of Higher Education (IHEs) with mechanisms for the recruitment, selection, and support of principal mentors and leadership coaches to ensure the continuous enhancement of leadership capacity in Illinois. For example, the state should:

- Determine geographic boundaries for school districts to access regional partnership "hubs" to optimize and equalize resources throughout the state, including opportunities for principal candidates to access high-quality preparation programs. In order to ensure that all 860+ school districts have access to highly-qualified principal candidates prepared to address the diverse needs of our Illinois students and geographic landscapes, a robust, functioning partnership is needed, comprised of a broad spectrum of entities committed to this goal and led by an identified entity.
- Identify, recruit, and solicit top-performing teacher leaders, including the opportunity for recruitment and selection of principal/assistant principal candidates. Establish a task force to study the state's new teacher leadership endorsement and develop strategies to coordinate teacher leader development with recruitment and selection of interested teacher leaders into principal preparation programs.
- Define opportunities for residency training and extended authentic field experiences for principal candidates within districts - to include those recruited as principals, assistant principals and teacher leaders.

IV. NETWORK SUPPORT

Consistent with the most recent research on "Networked Improvement Communities" (Bryk, et al., 2015), Illinois should establish a statewide *community of professional practice*, with intentionally expanding connections and resources, to support ongoing professional learning in IHEs, districts, and other stakeholders committed to effective educational leadership preparation and practice. For example, the state should:

- Establish a statewide professional network among principal preparation faculty for communication, professional development and sharing of effective practices, tools and research.
- Develop customized regional networking opportunities and multiple communities of practice for continuous improvement and support.
- Increase statewide communication among program faculty and school leaders in an effort to scale up effective practices.

WHO WILL LEAD THIS WORK?

This report calls for a "cross-sector" array of stakeholders in Illinois schools to increase their support of school leader preparation and development. Each sector—including state agencies, the legislature, higher education, philanthropic foundations, and the state's professional educator organizations, among others—will need to contribute if we are to achieve a systemic approach to ensuring that every school has the leadership it needs. Each of these groups, and others, contributed members to ISLAC and helped author this report. We offer a representative summary of important cross-sector contributions to supporting principal preparation, as follows:

The Governor's office and State agencies such as the Illinois Board of Higher Education, the Illinois State Board of Education, and the Illinois P-20 Council, must provide leadership in elevating public and legislative awareness of the power of school leadership to improve student learning in schools. One dimension of this leadership will be to create a specific office or entity devoted to the challenge of improving and reporting on the quality of school leadership in the state on an annual basis henceforth. Such an entity would be enhanced by an "inside-outside" oversight committee of stakeholders from multiple sectors of the state.

The Governor and State Agency leadership must work with the **state legislature** to allocate resources necessary to support a new Illinois approach to school leadership that is highly selective in its candidates, field-intensive in its preparation, and committed to authentic partnerships with school districts to sustain rigorous school leader programs.

State agencies must also work with Institutions of higher education and school districts to develop the *shared data capacity* to serve purposes of continuous program improvement first, and compliance with state regulations second. In addition, these bodies should work together to ensure that state regulations support excellent programs with good accountability for outcome measures, rather than creating or sustaining unnecessarily prescriptive program input requirements.

Professional teacher and school administrator organizations in the state, including teacher unions specifically, should work to improve the quality and quantity of outstanding school principal candidates in the leadership pipeline, including: support and recruitment of outstanding teacher leaders; collaboration around strong internship experiences for aspiring principals; establishment and support of networks for practicing principals; and principal preparation programs committed to the continuous improvement of school leaders long after the endorsement is earned. Professional teacher and school administrator organizations are particularly well-positioned to break down the cultural barriers that often separate teachers from administration and can influence the interest in leadership roles. The Illinois School Board Association can play an especially important role in helping local school boards understand that the single most important district decision made with respect to student learning outcomes may be the choice of school principals, and that priorities for selecting and evaluating school superintendents follow from that insight.

Institutions of Higher Education (including approved non-profit principal preparation programs) and selected school districts should collaborate to solve the inevitable problems of practice that preparation programs face: how to recruit and select the most promising and diverse annual cohort of candidates; how to staff higher education programs with the academic and practitioner expertise necessary to address the full range of developmental needs of candidates; how to provide resources for extended internships consisting of authentic leading in schools; how to structure those internships for optimal development; how to collaborate on assessing those candidates on the leadership capacities they must have to improve student learning, including the ability to use data effectively to lead vision, people, and systems; etc.

Regional Offices of Education must work with the State Board of Education and with districts—rural, urban, and suburban, to help ensure that a pipeline of highly qualified principals is being prepared and developed to serve all corners of the state.

School Districts should pro-actively exercise the opportunity to be key partners in producing the principals our schools need, and exercise voice in articulating district leadership needs even if they are not engaged in formal partnership with higher-education programs. Regional Offices can be effective vehicles for such voice, as can state leadership professional organizations.

Philanthropic foundations in and outside of Illinois have for over a decade demonstrated that they can play key roles in the development of the new institutional capacities identified above, and educational stakeholders should continue to seek their valuable support.

"The single most important district decision made with respect to student learning outcomes may be the choice of school principals.

TIMELINE AND RESOURCES

The recommendations in this report are comprehensive, systemic, and daunting. The ISLAC vision will not be implementable in one or two years, but the mechanisms and structures that can *lead* to the achievement of the vision are achievable in that time.

There is no avoiding the fact that implementing principal preparation programs at a higher level of quality and intensity, often over a greater period of time, will have cost implications. However, the passage of the Every Students Succeeds Act (ESSA) is intended in part to provide some additional resources for the State and local universities and districts to utilize for school leader development.

As a result of PA 096-0903, preparation programs in Illinois (including university-based programs and non-university based programs such as New Leaders, Chicago) already have in place the basic infrastructure to train these new cadres of transformational leaders for our schools. However, with more resources and support, preparation programs throughout the state could go further to embed a continuum of support for principals tied to district partners that build regional capacity of support. Already, different funding models are in place in different districts, from full-year, district-salaried residencies to cost-sharing arrangement that provide year-long internships through providing substitutes for targeted candidates.

This report presents two timeline models that will allow Illinois to move the school leadership agenda substantially, and we believe that both models can be pursued affordably and simultaneously. The *Comprehensive Incremental* timeline model indicates how *all principal preparation programs* in the state can be supported year-by-year on a path of continuous improvement informed by the study teams' recommendations. In fact, all approved programs are already moving in this direction.

"The ISLAC vision will not be implementable in one or two years, but the mechanisms and structures that can *lead* to the achievement of the vision are achievable in that time.

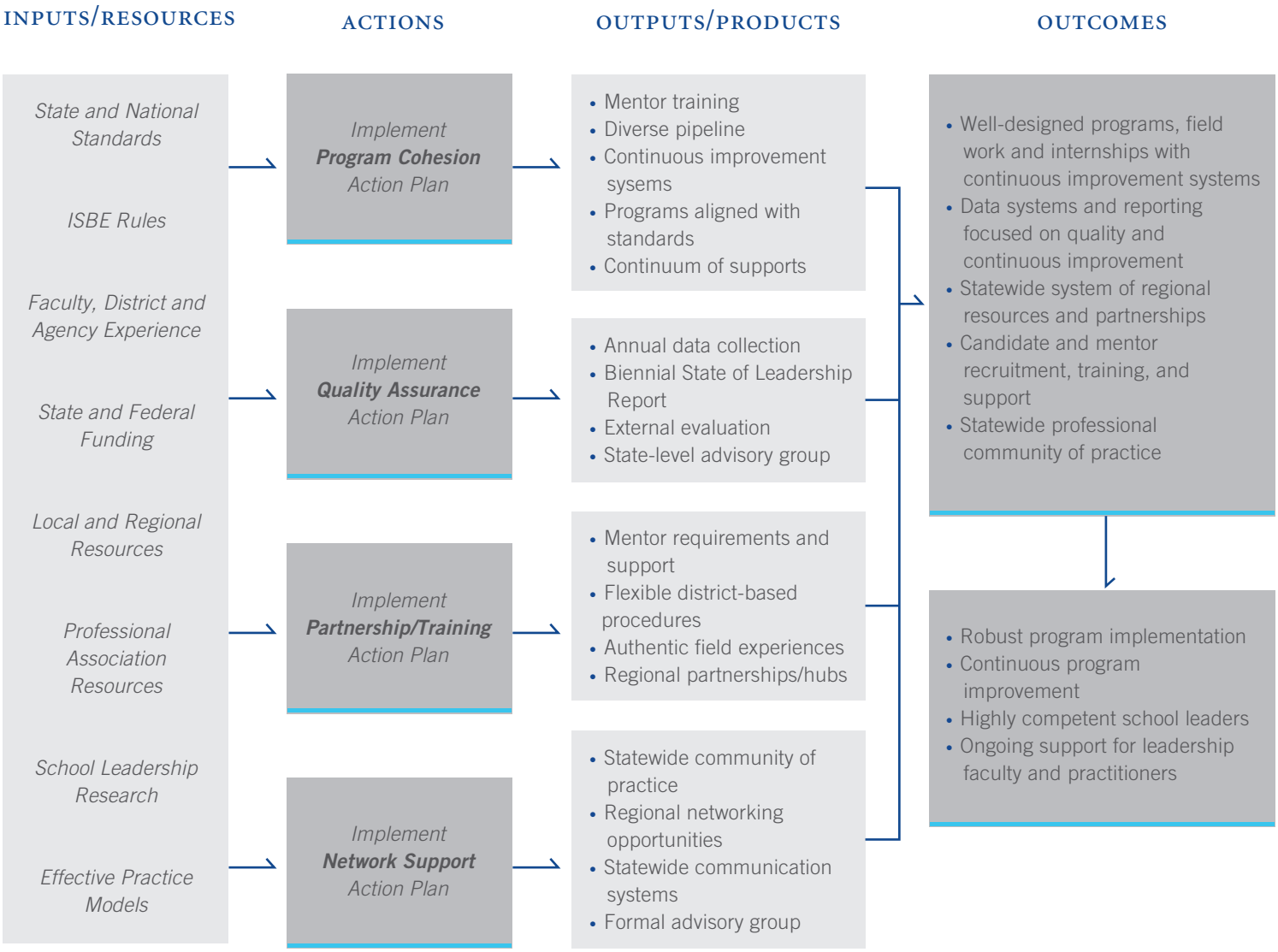
The *Targeted Demonstration* timeline is one in which a small number of principal preparation programs could apply each year for state support to transform their programs more dramatically. For example, already-approved programs might enhance their candidates' experiences by establishing full-time, year-long residencies, or by hiring additional clinical faculty for field supervision of first-year program graduates, or both. For *every* program in the state to establish a full-time, year-long residency at once would likely be financially prohibitive in a state with serious budget deficits. But it would not necessarily be prohibitive for Illinois to support a limited number of additional programs each year, ramping up their capacity to produce significantly improved programs with demonstrated outcomes in school leader performance.

LOGIC MODEL

The ISLAC five-year plan will utilize a range of resources to implement the action plans of the four study teams, culminating in a highly effective statewide system of school leader training and support. This logic model is intended to be illustrative, not comprehensive. One might quickly identify additional inputs or more detailed outcomes that could be added.

The purpose of the model is to demonstrate a conceptual framework for how a range of key inputs can be organized to improve the state's capacity to produce outstanding school leaders *at scale*—for every school in Illinois. Such a systemic outcome requires systemic thinking and action, and this model is an attempt to represent what such a system approach might look like.

ISLAC Strategic Plan



> Although the research is clear that an effective principal can lead a struggling school to improved performance, not nearly enough principals are showing such results.
>
> Consequently, for most school children in the U.S., location still determines academic destiny.

INTRODUCTION TO FINAL REPORT

Since 2000, Illinois has engaged in a wide range of district- and state-level initiatives to improve the quality of school leadership preparation and development in our state. This effort was driven in part by an emerging body of research documenting the impact of strong school leaders on the quality of classroom instruction and on student learning (Leithwood et al., 2004; Seashore Louis et al., 2010). Due to the work of numerous statewide committees and consortia, with funding support from several foundations, and with leadership at the state, regional and institutional levels, Illinois has earned substantial recognition for its continuing progress in improving school principal preparation and development from the National Council on State Legislatures, the National Association of Elementary School Principals, the Council of the Great City Schools, and others. **Appendix D**, *Lessons from Illinois*, documents the innovations in school leader policy and practice in Illinois.

Multiple recommendations emerged over time from these efforts and prompted the passage of Illinois Public Act 096-0903 in 2010. The statute represents a substantial overhaul of leadership preparation requirements in Illinois and includes the following key elements:

- A targeted principal endorsement instead of a general administrative certificate
- Partnerships with school districts in principle preparation program design and delivery
- Selective admissions criteria
- PK-12 licensure (adding Pre-kindergarten to the leadership training)
- A performance-based internship
- Collaborative support for candidates from both program faculty and mentor principals

Since 2010, preparation programs have begun transforming themselves based on the new licensure requirements. As a result, many are offering robust and innovative programs and experiences for principal candidates. These redesign efforts contributed to the most recent national recognition for this work—in 2014 Illinois received the Education Commission of the States Frank Newman Award for State Innovation.

But there is more work to do. During 2014-15, the Illinois School Leadership Advisory Council (ISLAC) was convened to formulate a five-year strategic plan to address implementation support and foster continuous improvement. The Council worked through four "study teams" to make recommendations regarding:

- Cohesion and Continuous Improvement
- Quality Assurance
- Partnerships and Training
- Network Supports

In this report, we provide the background for ISLAC's work, the Council's purpose and processes, cross-cutting themes that emerged over time, the study team recommendations and action plans, and a five-year strategic plan for implementation.

THE IMPACT OF SCHOOL LEADERS

The last twenty years have witnessed a growing national focus on school leadership as essential to the improvement of school culture, climate, and learning outcomes. We have known since the Effective Schools Research of the 1970s that a strong principal can lead a struggling school to dramatic improvements in student learning (Lezotte, 1984), but only in the last decade have we seen states, districts, and preparation programs make concerted efforts to produce such principals as a rule, rather than rare exceptions to the rule (Cheney, Davis, et al., 2010; Cheney, Davis, et al., 2011; Davis & Darling-Hammond, L. 2012). Although the research is clear that an effective principal can lead a struggling school to improved performance, not nearly enough principals are showing such results. Consequently, for most school children in the U.S., location still determines academic destiny. Family income and neighborhood socio-economic status remain the prime predictor of learning and achievement (Sirin, 2005).

After two decades in which the Effective Schools Research failed to gain traction in driving school reform policy, the national discourse turned its attention to teachers and teacher quality. In 1996, the National Commission on Teaching and America's Future published an influential report, *What Matters Most*, that firmly established the quality of classroom instruction as the chief in-school determinant of student learning (National Commission on Teaching and America's Future, 1996). Shortly thereafter, the bi-partisan re-authorization of the Elementary and Secondary Education Act (ESEA), known as No Child Left Behind (NCLB), focused heavily on the preparation and development of classroom teachers. However, NCLB's language and priorities "left behind" the role school leaders play in growing good teaching at scale.

Shortly after NCLB set the national policy agenda, a number of leading scholars published reports addressing the importance of the principal (Finn & Broad, 2003; Levine, 2005; Elmore, 2005). A growing body of research confirms that principals are critical to school improvement and student achievement. Research by Leithwood, et. al., (2004) found that the quality of the principal's leadership is second only to the impact of teachers on student learning; a second study six years later confirmed and strengthened this claim (Seashore-Louis, Leithwood, et. al., 2010). In 2003, Waters, Marzano, & McNulty identified leadership practices that significantly increase student achievement, but they also found that a principal can negatively influence student achievement by supporting dysfunctional school or classroom practices. The work of Bryk, et al. (2010) in *Organizing Schools for Improvement*, highlights the role school leadership plays in implementing wider sets of school practices and community relationships that *collectively* produce school improvement (Bryk, Sebring, et al., 2010). In other words, while high quality instruction is necessary for improved student learning in schools, *high-quality school leadership creates the necessary conditions for improving instruction*.

These studies shared a key insight: if classroom instruction is important, then school leadership is important—because high quality school leadership creates the conditions for high-quality instruction to thrive and grow school-wide. Without high quality leadership, high quality teaching continues to occur in isolated pockets. Without the "second most" important thing, effective school leaders, we have neither the theory nor the practice for attaining "what matters most" at scale: high-quality instruction.

This report addresses two questions necessary to consider if we are to reverse currently unsatisfactory student achievement trends in Illinois.

- What do school leaders do that leads to significantly improved student learning?
- How can Illinois provide the **systemic supports** to ensure that all school leaders are learning what they need to improve student academic performance in all Illinois schools?

Our responses to these questions are one particular focus of the report. Simply put, the last decade of research and practice in school leadership has opened new doors of effectiveness for school leaders. More than ever before, we understand as a field how principals who seek to improve student learning in their schools will need to be change agents—*transformative* leaders capable of changing school culture and climate to produce significantly improved learning outcomes. More than ever before, we understand that *instructional* leadership requires an understanding of how to build systems and structures in a school that will grow teacher effectiveness by virtue of teachers' participation in those systems and structures. More than ever before, we are learning how school leaders can engage leadership *teams* in cycles of inquiry that use data to focus teacher conversations on such questions as, "What is the evidence for how we are doing, and how can we do it better?"

"If classroom instruction is important, then school leadership is important—because high quality school leadership creates the conditions for high-quality instruction to thrive and grow school-wide.

WHAT SUCCESSFUL PRINCIPALS DO TO OBTAIN IMPROVED STUDENT LEARNING OUTCOMES

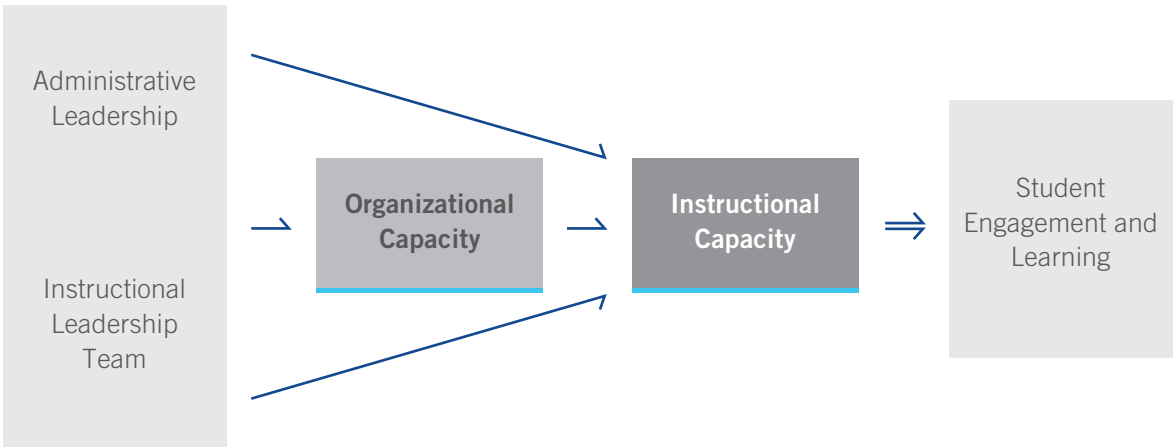
It has been known for several decades that effective principals are a key ingredient for improving student learning. Until recently, however, it has not been so clear how they obtain such results. Leithwood's broad formulation of "transformative" school leadership argues that successful principals lead vision, people, and systems (2004). Over the past decade, it has also become common to assert that effective principals are "instructional leaders" (Marks & Printy, 2003). Instructional leaders have a deep understanding of instructional best practices and use that understanding to help teachers improve classroom instruction. In Illinois, this focus has led to a coordinated, statewide effort to employ teacher observation and evaluation procedures that are firmly grounded in research on effective instructional practices.

More recently, Cosner (2014) has written that scaled improvements in instructional capacity are rarely achievable without improved *organizational* capacities that support deep professional collaboration and adult learning. Organizational capacities include norms, routines, protocols, information systems, and other forms of organizational infrastructure that support adult collaboration and learning about effective practices.

As illustrated in *Figure 1*, a version of which was included in a presentation to ISLAC by Professor Shelby Cosner of the University of Illinois Chicago, these organizational capacities go beyond individual relationships and accountabilities by supporting *cultures of practice* that lead to improved student outcomes at scale. With certainty: high-quality instruction is the single most important in-school element in improving student learning, but high-quality leadership creates the conditions to scale high-quality instruction school wide.

Cosner's model draws partly on the work of Sebring, et al., whose research on organizational capacity has been translated into a widely used diagnostic tool known as the "Five Essential Supports" (Sebring, Allensworth, et al., 2006). This tool has influenced policy in Chicago, across Illinois, and increasingly in other states as well. The Five Essential Supports go a long way toward demonstrating what good organizational capacity looks like in a school. For a number of years in Chicago, and more recently statewide, surveys of a school's teachers, administrators, and students have been administered to assess a school's organizational capacity to support improved student learning.

Fig. 1. Within-school Improvement of Student Learning



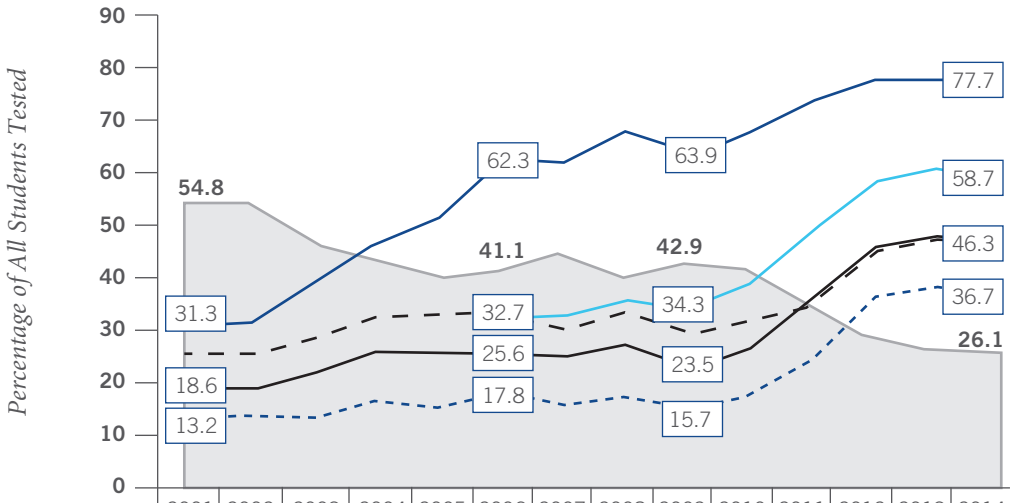
Source: Cosner, 2014; Gamoran, Secada and Marrett, 2000; and Sebring, et. al. 2006

ACHIEVEMENT GROWTH IN ILLINOIS SCHOOLS: ONE ILLUSTRATION

An illustrative example of effective leadership impacting academic outcomes is Cesar E. Chavez Multicultural Academic Center Elementary School in Chicago, where the Five Essential Supports surveys have been in use for many years. Chavez's student population is 98% low-income students of color, primarily Latino. As demonstrated in *Figure 2* below, in 2009, only 15% of Chavez students were scoring at a level predictive of an ACT composite score of 21 or higher in 11th grade. By 2014, 36.7% were on track for an ACT composite of 21 or higher (*dashed blue line*). During that same period, the percent of Chavez students scoring at or above Illinois statewide averages on the Illinois Standards Achievement Test improved from 23% to 46% despite high rates of poverty and difficult second-language-learning challenges (*solid black line*). This display also enables the reader to see Chavez students' improvements over more than a decade on multiple ways of portraying student performance on the ISAT - corrected for 2006 changes in the test and 2013 changes in benchmarking. Chavez not only increased the percent of its students at or above cut scores on state tests, it sharply reduced the percent of students in the state's bottom quartile while increasing the percent of students performing at state grade level. This was all achieved while neighborhood levels of poverty and minority status remained constant.

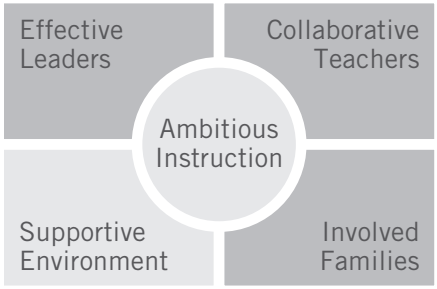
Fig. 2. Chavez PK-8 Elementary: ISAT – All Subjects/All Grades Tested

Change in Grade Equivalents: 2001-2006= **+0.37**; 2006-2009= **-0.15**; 2009-2014= **+0.93**



	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014
1 Percent in Bottom Quartile of All Illinois Students Tested	54.8	54.7	47.3	43.1	38.1	41.1	43.1	39.1	42.9	41.6	35.6	28.8	26.7	26.1
2 Percent Meeting or Exceeding Standards (2006-2012 Cut Scores)	31.3	31.9	39.3	46.3	51.7	62.3	61.9	67.9	63.9	67.6	73.4	77.6	77.7	77.7
3 Percent Meeting or Exceeding Standards (2013 Cut Scores)						32.7	33.0	35.4	34.3	39.0	48.4	58.2	60.5	58.7
4 Percent at or Above Illinois Grade Level Average	18.6	19.3	22.2	26.3	26.1	25.6	25.2	27.5	23.5	26.6	35.5	45.7	47.8	46.3
5 Illinois Percentile of Averages Scale Score	25.6	26.1	28.2	32.8	33.1	32.2	30.4	33.1	29.5	31.2	35.7	44.9	47.6	46.9
6 Percent On-Track for ACT College Readiness in Gr11	13.2	14.2	13.9	17.1	15.9	17.8	16.3	17.5	15.7	18.1	24.8	36.6	38.5	36.7

Fig. 3. Cesar E. Chavez Multicultural Academic Center Elementary School 2014 Five Essential Supports Performance



STRONG	Ambitious Instruction: *Classes are challenging and engaging*
VERY STRONG	Effective Leaders: *Principals and Teachers Implement a Shared Vision for Success*
VERY STRONG	Collaborative Teachers: *Teachers Collaborate To Promote Professional Growth*
VERY STRONG	Involved Families: *The Entire Staff Builds Strong External Relationships*
STRONG	Supportive Environment: *The School Is Safe, Demanding, and Supportive*

School improvement is challenging work. Without strength in multiple areas, schools often struggle to improve. Researchers at the University of Chicago Consortium on Chicago School Research used 20 years of evidence to define five essential components of organization and climate related to improving schools. What they found is compelling. These researchers showed that schools strong on these Essentials are more likely to:

- Improve student learning and attendance year after year
- Graduate students from high school
- Improve student ACT scores
- Get students into college
- Keep their teachers

In fact, schools strong on at least 3 out of 5 Essentials are 10 times more likely to improve student learning.

Source: 2014 Survey results for Cesar E Chavez Multicultural Academic Center ES. Produced by UChicago Impact

How do we explain Chavez's success? According to the annual surveys administered by Chicago Public Schools, Chavez Elementary Schools has built strong organizational capacity in each of the five areas described by the Five Essential Supports. *Figure 3* above presents how the University of Chicago Consortium on School Research describes the results of Chavez's annual survey report from 2014.

The University of Chicago Consortium on School Research argues that *effective leaders* are critical to making progress in the other four domains. Further, they do not limit effective leadership to the principal, instead recognizing more broadly the other leaders within the school—administrative team, grade-level leaders, subject-matter leaders, special education leaders, and others—and their continually developing ability to support the school's organizational and instructional improvement.

> **Among even the most promising candidates, there is considerable distance between *wanting* to be a transformational leader and actually *becoming* that leader. The challenge for principal preparation programs is to help candidates bridge that gap.**

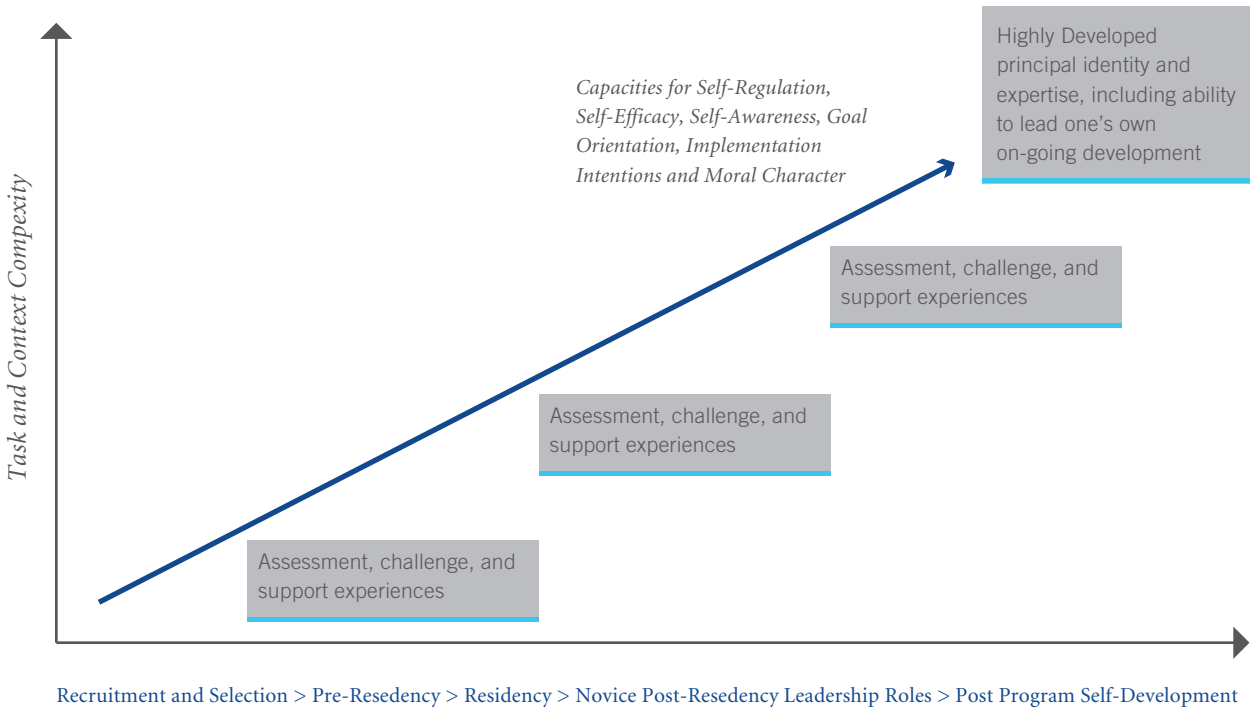
HOW DO PRINCIPALS LEARN TO BUILD SCHOOL CAPACITY THAT IMPROVES STUDENT AND ADULT LEARNING?

Not everyone who teaches children well can go on to lead adults successfully. Among even the most promising candidates, there is considerable distance between *wanting* to be a transformational leader and actually *becoming* that leader. The challenge for principal preparation programs is to help candidates bridge that gap.

Years of stagnant school performance make it clear that these qualities rarely develop on their own or in preparation programs that are completed "on the cheap" without intensive practice in the actual work of school leadership. There is no meaningful *learning* about leadership without authentic opportunities to *practice* leadership—a conclusion that teacher preparation programs and other fields of professional studies came to embrace long ago.

Figure 4 graphically depicts the growing literature base demonstrating what next-generation school leader programs will need to share in common. The vertical scale of *Figure 4* refers to the increasing capacity of school leaders to understand and work effectively with the underlying complexities of school leadership tasks. The horizontal scale describes the time that candidates may require to develop and internalize these capacities if they are to become effective.

Fig. 4. Mapping the Challenge of School Leader Development Over Time



Source: D. Day, (2009) and McCauley, Velsor and Ruderman (2010)

A recent chapter in the *Handbook of Urban Education Leadership* describes this progression:

> A first observation here is that school leader preparation is clearly no longer the province of higher education alone. Second, as others have pointed out, whether in higher education or not, these programs tend to have a number of design features in common (Darling-Hammond, et al, 2007; Cheney, et al, 2010; Orr & Orphanos, 20ll; Davis & Darling-Hammond, 2012). Although the following formulation of these design features is informed by these sources, it is our own amalgam rather than a direct reference to any single source. It is informed also by our own on-the-ground work in Illinois as we have been in program redesigns that demonstrate all or most of these features. These features include:
>
> - A results-oriented commitment to demonstrating principal impact on schools, however that impact may be measured;
> - Close working partnerships with school districts that invest resources in program success;
> - Highly selective admissions to structured cohorts of students;
> - Full time, intensively coached, year-long paid residencies as an integral part of the program;
> - Integration of academic learning and practical experience to address the relevance of research and theory to leadership practice;
> - Post-licensure support, taking such forms as continued study in cohorts, direct coaching, or structured networking—or all of these—to accelerate early-career development and success (Tozer, et al., 2015; Cheney, Davis, et al., 2010; Davis & Darling-Hammond, 2012; Orr & Orphanos, 2011).

Figure 4 portrays a theoretical model that can be enacted in a variety of ways through university/district partnerships. The constant is that all of the model's developmental aims require intensive, guided practice with the *actual work of leading a school*. Successful principal development helps candidates learn their way through edge-of-competence challenges that accelerate their progress toward becoming the leaders that their schools need them to be.

THE ILLINOIS CONTEXT

Growing awareness of the influence of school leaders has led to 15 years of effort among Illinois educators, policy makers, professional organizations, and funders to improve the preparation and development of our state's principals. Illinois is not alone in these efforts. By the mid-2000s, a number of states and districts had begun to establish next-generation school leadership preparation programs characterized by high admissions standards, extensive school-based learning in residencies, and program/district partnerships to achieve measurable outcomes in student learning (Cheney, Davis, et al., 2010; Orr, King, & LaPointe, 2010). Despite these efforts, the field has still not fully scaled these transformational practices, nor achieved a statewide collaborative practice that engages stakeholders across sectors. In this historical moment we are using our research and most promising practices to invent the next generation of principal preparation programs. This year, the National Governors Association stated it well in a report that charged states with taking action in its title, *Improving Educational Outcomes: How State Policy Can Support School Principals as Instructional Leaders*:

> Indeed, the success of efforts to raise educational attainment school-wide hinges on school principals. Principals who are well prepared and empowered by their districts to lead can, through their roles as instructional leaders and human capital managers, ensure that all the teachers and students in their schools benefit from new educational standards. In that way, principals can be viewed as multipliers of good practice—when principals are effective in leading implementation, they influence every person in the school. Governors and other state policymakers can achieve deeper, wide-scale improvement in the effectiveness of teachers by investing in the knowledge and skills of principals (Improving Educational Outcomes, 2015).

As our expectations for schools rise, our expectations for school leaders have risen; if we expect more from school leaders, then our expectations for the programs that prepare and develop them must rise as well. It turns out, however, that it is not easy to prepare principals who have the dispositions, knowledge and skills to disrupt entrenched patterns of school culture and practice that today continue to reproduce inequitable educational outcomes.

The impetus for this work in Illinois came from national scrutiny into how principals were being prepared. An influential report by Arthur Levine concluded in 2005 that many university-based school leadership programs were engaged in a "race to the bottom," attempting to attract students by lowering standards, requiring less demanding coursework, and awarding degrees in less time and with fewer requirements (Levine, 2005). This and other related studies led to an examination of principal training in Illinois.

"As our expectations for schools rise, our expectations for school leaders have risen; if we expect more from school leaders, then our expectations for the programs that prepare and develop them must rise as well.

Illinois has taken important steps to bridge research, policy and practice to improve principal preparation statewide. Funding from The Wallace Foundation and the McCormick Foundation, among others, helped to propel and sustain this challenging work. In collaboration with the Illinois State Board of Education (ISBE) and the Illinois Board of Higher Education (IBHE), the Center for the Study of Education Policy (CSEP) at Illinois State University developed the Illinois State Action for Education Leadership Project (IL-SAELP). IL-SAELP engaged a large coalition of state agency leaders, legislators, state teacher unions, higher education faculty, school and district leaders, foundations, and early childhood advocacy organizations. Its goal was to promote more rigorous performance standards for school leaders and increase accountability for principal preparation programs to include stronger provisions for instructional leadership.

Building on the work of IL-SAELP, ISBE and IBHE convened a Commission on School Leader Preparation. Based on that commission's report (Blueprint for Change, 2007), the legislature appointed a task force to develop policy recommendations and authorized state-assembled "redesign teams" to draft new accreditation criteria (see Appendix D). The result of these efforts was the passage of Public Act 096-0903, which created new expectations for principal preparation and established a new credential for licensing school leaders (see http://www.ilga.gov/legislation/publicacts/fulltext.asp?Name=096-0903). Much of the legislation was based on findings from promising principal preparation practices developed from pilot experiences in Springfield and Chicago, and from the steadily growing research base on the centrality of school leadership for improving student achievement. The broad range of stakeholders who supported the law's passage were convinced that one of the most cost-effective ways to improve student learning *at scale* in high-need schools was to put a capable and committed principal in every building.

The new statute mandated that universities and non-profit principal preparation programs redesign their programs in accordance with the state's new requirements. In order to admit new principal candidates after September 2012, universities had to apply for reauthorization and be approved by the Illinois State Educator Preparation and Licensure Board. A key provision of the reauthorization process was that new preparation programs needed to be jointly designed by preparation programs and the school districts they serve. Another was that the general administrative certificate (Type 75) would no longer be granted after 2014. By creating a new certification structure that retired the old Type 75 certificate at roughly the same time it introduced a new, PK-12 Principal Endorsement, the state created a clear line of demarcation between old and new programs.

Illinois has historically over-produced general administrators. According to ISBE figures, over 43,000 educators hold an active Type 75 certificate statewide, but only about 450—or fewer—principal vacancies arise each year. The Type 75 certificate covers a variety of school and district level positions including athletic directors, department chairs and curriculum specialists as well as principals and assistant principals. Many candidates who completed these programs had no desire to be a principal, but rather aspired to other administrative positions, or simply acquired the certificate to advance on district salary scales. Few Type 75 certificate holders were explicitly prepared for the role of principal, and few actually pursued a principalship upon completion of their certificate program. It is likely that fewer still are qualified for the role, as the ISLAC proceedings heard superintendents attest.

The new Illinois principal endorsement focuses explicitly on preparing aspiring principals and assistant principals. Key research-based elements of Illinois' PK-12 Principal Endorsement include the following (Elmore, 2000; Young & Mawhinny, 2012):

1. A narrowly targeted **P-12 Principal Endorsement** designed specifically to prepare principals to address the challenges faced in today's schools;
2. **Active partnership** between university faculty and school district officials in the selection of candidates, design, delivery and continuous improvement of principal preparation programs;
3. **Selective admissions criteria** that require aspiring candidates to demonstrate previous leadership experiences, inter-personal skills, leadership dispositions and evidence of instructional impact on student growth in required, in-person interviews;
4. A **PK-12 licensure structure** that requires coursework and internship experiences that align with local and national performance standards and develops leadership expertise across the full PK-12 continuum of early childhood, elementary, middle and high school programs;
5. A **performance-based internship** designed to provide the candidate with authentic leadership challenges and sustained school-based experiences that increase their proficiency in areas critical to improved learning for all students PK-12;
6. **Collaborative oversight** of candidates by a faculty supervisor and a mentor principal with a proven record of success as school principal;
7. **Course work** that builds deep understanding of students with special needs, including students with disabilities, English Language Learners, gifted students and students in early childhood programs.

These elements represent a paradigm shift for leadership preparation programs, and change the programs' primary client. New programs move from "principal candidate as consumer" to "schools as consumer," and "district as co-provider." This shift creates new incentives for programs to move beyond simple accreditation and brings much-needed attention to the impact that preparation is having on actual improvements in school effectiveness.

Based on the recommendations of the Leadership to Integrate the Learning Continuum (LINC) Advisory Group funded by the McCormick Foundation, Illinois was the first state to require a PK-12 principal endorsement that fully includes pre-K in the scope of principal licensure. This was, in the view of many stakeholders, a visionary change. It aligned with the increasing number of early childhood programs now being incorporated into public schools and with a growing body of research on the impact of early childhood experience on future school success (Kauerz & Coffman, 2013; Ritchie & Gutmann, 2014; IOM & NRC, 2015).

Our goal is to ensure a statewide commitment to the continuous improvement of school leader preparation and development that respects the voices from school districts, institutions of higher education, professional organizations, state agencies, non-profits, and others who have a clear stake in the quality of teaching and learning in Illinois schools.

Unintended consequences: Illinois has made significant strides and can take justifiable pride in the progress it has made to date. However, a great deal of work remains as we proceed from initial implementation to full-on development. While the state's new approach aligns squarely with recent research on next-generation principal preparation programs (Davis & Darling-Hammond, 2012; Orr & Orphanos, 2011). Public Act 096-0903 began to demonstrate some unintended consequences even as it was being passed into law. Some observers expressed concern that principal shortages might develop if the current pool of 43,000 General Administrative Certificate holders were not sufficiently qualified to satisfy the hiring expectations of superintendents in the state's 800-plus school districts. Others questioned how long it would take to build a new pool of qualified candidates. And many continue to wonder whether sufficient resources and support will be available to scale the same quality of leadership preparation statewide that was accomplished by small, innovative programs in Chicago and Springfield.

Other unintended consequences of Public Act 096-0903 included its omission of a reasonable out-of-state principal endorsement that would enable newcomers to Illinois to serve as principals. In addition, erroneous language in the law required all Illinois principals to have *Illinois* teaching licenses, instead of licenses recognized as valid in Illinois. Subsequent legislation has corrected these particular shortcomings of the initial legislation.

Despite these obstacles, a 2015 IERC study of the law's implementation affirms that programs are genuinely moving forward with principal preparation that they believe to be more effective. A survey conducted in the spring of 2015 by the Illinois Council of Professors in Educational Administration showed that 1,122 candidates were enrolled in new principal preparation programs, not counting enrollments at the University of Illinois Chicago and Chicago's New Leaders Program, which were not part of the survey. Those two programs would increase total enrollments to at least 1170. While it is not clear how many of these candidates can be expected to graduate annually, it is clear that preparation program partnerships with districts are responding to the challenge.

It is **not** the intention of this report to recommend immediate solutions to all problems faced by the complex and ambitious state effort to improve school leader preparation and development. This report recommends permanent mechanisms for supporting, monitoring, and continuously improving school leadership in the state. Our goal is to ensure a statewide commitment to the continuous improvement of school leader preparation and development that respects the voices from school districts, institutions of higher education, professional organizations, state agencies, non-profits, and others who have a clear stake in the quality of teaching and learning in Illinois schools.

RELATED INITIATIVES IN ILLINOIS

While ISLAC pursues goals at the state level, a number of related initiatives across the state have been launched to advance principal preparation and development in Illinois. These initiatives include 26 local partnerships between IHEs and school districts winning approval to launch next-generation principal preparation programs in Illinois, as well as new legislation to address omissions or oversights in PA 096-0903.

The Illinois Education Research Council and the University of Chicago Consortium on School Research received a two-year grant funded by the McCormick Foundation and The Wallace Foundation to examine initial implementation of the new state policy requirements in principal preparation programs and school districts across the state. Known as the Principal Preparation Implementation Review Project (I-PREP), the goal of the study is to summarize perspectives from university, district, and community partners regarding successes, challenges, and innovative ways to overcome challenges. Through I-PREP, data are being collected through a broad scan of district-and state-level policymakers and practitioners, and of all newly-approved principal preparation programs statewide. The I-PREP study also includes a survey of key stakeholders and detailed site visits to 12 selected preparation programs and their district/community partners. The results of the I-PREP project will be available in June 2016. A staff researcher for the I-PREP project serves on ISLAC and has updated the Council regularly on the progress of the study.

The Center for the Study of Education Policy (CSEP) at Illinois State University also used Wallace Foundation funds in 2014-15 to convene principal preparation faculty and their district partners through three "Tech and Take" workshops. These workshops offered faculty/district partners the opportunity to come together and share resources and strategies for implementing new principal preparation programs. Topics included the year-long residency, selecting and developing principal mentors, and working with district and community partners to improve services for early learners, students with disabilities, and English language learners.

The Chicago Leadership Collaborative (CLC) unites Chicago Public Schools, several IHEs and the not-for-profit New Leaders in a joint effort to fill the Chicago principal pipeline with candidates prepared through intensive, year-long residency programs. Thanks to this work, Chicago is among a handful of districts recognized for promising practices by The George W. Bush Institute's Alliance to Reform Education Leadership. One such promising practice is that CPS requires a "Principal Eligibility Assessment" over and above the Illinois Principal credential. Over the past 10 years, the majority of Type-75 (the previous general administrative certificate) holders who have applied for CPS Principal Eligibility have failed that assessment.

ILLINOIS PARTNERSHIPS ADVANCING RIGOROUS TRAINING

Across Illinois, IHEs and their district partners are collaborating in a variety of ways and have obtained private and federal funds to explore new possibilities in principal preparation. For example, in 2013 the Center for the Study of Education Policy at Illinois State University was awarded a five-year, $4.6M U.S. DOE School Leadership Program grant to foster deeper school-university partnerships and shared decision-making—crucial components in designing the state's next generation of principal preparation. The grant funds Illinois Partnerships Advancing Rigorous Training (IL-PART), which pairs three high-need districts with nearby universities. Together the partners are creating high-quality principal training that supports deeper student and adult learning.

IL-PART supports partnerships between East Aurora District #131 and North Central College; Bloomington District #87 and Illinois State University; and Quincy District #172 and Western Illinois University. East Aurora, Bloomington, and Quincy school districts all serve high-need student populations and offer rich, early opportunities to study how more collaborative models of principal preparation are working at the ground level. The grant also partners with the Center for Catholic School Effectiveness at Loyola University and the Catholic School Dioceses representing Aurora, Bloomington, and Quincy.

IL-PART's work serves two goals:

1. create rigorous and relevant principal training programs aligned to the complexities faced by today's principals; and
2. improve teaching and learning among students and adults in participating high-need districts.

Funding from the IL-PART grant also supports two internship models: a full time/full semester internship for aspiring school leaders, and a traditional, shorter internship at each of the partnering institutions. Candidates will select either a traditional internship or a full-time/full semester internship in a partnering high needs school. An evaluation conducted by the American Institutes for Research (AIR) will explore differences in outcomes between the two internship models.

The overall purpose of IL-PART is to support the development of principal preparation programs through robust partnerships between districts and universities. An additional goal is that IL-PART will inform policy by developing greater understanding of the factors that facilitate or inhibit change. This includes identifying mechanisms and structures that produce effective district/university partnerships, and evaluating differences between two principal internship models regarding the knowledge, behaviors and impacts on student learning outcomes that they produce.

While Illinois has been recognized as a pioneering state in its focus on school leader preparation, there is still much more work to do. A key message of this report is that **policy implementation requires even more attention than policy formation, and that implementation needs to be reworked and refined over time to be successful**. Three decades of high-profile school reform that has not accomplished its goals make it clear that new ways of thinking about professional learning are needed—in higher education and in school districts—to improve the quality of student and adult learning in schools. Deep reform of the way we prepare and support school leaders is one of the most promising examples we have of this new thinking.

> **As is true nationally, Illinois' school leadership reform initiatives have been fueled by concerns about inequities in student learning outcomes.**

CURRENT ACHIEVEMENT TRENDS HIGHLIGHT NEED FOR IMPROVED SCHOOL LEADERSHIP

As is true nationally, Illinois' school leadership reform initiatives have been fueled by concerns about inequities in student learning outcomes. PA 096-0903, for example, was the legislative outcome of two state reports: the 2008 *Illinois School Leader Task Force Report* and the earlier 2006 report commissioned by the Illinois Board of Higher Education: *Blueprint for Change*. These reports shared a fundamental concern about the quality of student learning in Illinois, and a belief that improved school leadership could be a key lever in improving student learning outcomes.

The 2008 School Leader Task Force Report began its opening argument under the heading **Staying Focused on Student Learning: The Need for a System Approach to Leadership Preparation**. It went on to say:

> Illinois schools have many things to be proud of, but our students are losing ground against the rest of the nation on key indicators of student achievement. The most recent (2007) results from the National Assessment of Educational Progress show that only 32.2% of Illinois fourth-graders and 29.8% of eighth graders are proficient in reading. Not only are 29 states above Illinois in each of those categories, but Illinois lost ground against the average gains of the rest of the states over the past four years, 2003-2007. In fact, Illinois lost ground against national averages over the past four years not only in fourth and eighth grade reading, but also in fourth and eighth grade mathematics—all four of the student achievement measures reported in a current study by *Quality Counts* (January 2008, p. 5).

Earlier in this report, we presented data of another kind, showing one high-poverty school's steady improvements over more than a decade. We should remain mindful that *throughout the state*, only a small percentage of schools are performing well above the levels predicted by race, family income and zip code. However, it is clear from Chavez Elementary School and other Illinois examples that our students have the *ability* to learn, if we can organize and lead schools to *support* that learning. As Effective Schools researcher Ron Edmonds asked in 1977:

> How many effective schools would you have to see to be persuaded of educability of poor children? If your answer is more than one, then I suspect that you have reasons of your own for preferring to believe that basic pupil performance derives from family background instead of the school's response to family background (Edmonds, 1977 in Lezotte).

The good news is that we have examples of such exceptional schools across the state—but they remain a small minority. We in Illinois have the opportunity to grow many more such schools, but we have to grow the leadership necessary to create them, and that will take a statewide effort. The effort is warranted, we believe, by the challenges that our state in now facing. **Appendix E** provides a link to resource data to support each of the following observations:

- Except for Chicago Public Schools and a few northern districts, since 2001 achievement on NAEP, ISAT and ACT in most areas of Illinois has flattened or declined in comparison with state and national norms.
- While overall statewide achievement has increased modestly in recent years, achievement among White and African American students has flattened or declined in comparison with statewide norms.
- For the most part, these trends have been driven by achievement declines outside of Chicago.
- For example, while 8th-grade NAEP reading scores outside of Chicago have declined statewide from 2003 to 2015, the 8th grade reading scores in Chicago have increased a substantial 9 points in that same period. The overall 8th grade Illinois gain of five points in mathematics for 8th grade NAEP scores from 2003 to 2015 are more than accounted for by Chicago's increase of 21 points for that period—without which, the state as a whole would be flat or in decline.
- Across regions, flattening and declining achievement is closely associated with rising percentages of students who come from low-income households.
- Schools have the ability to increase instructional effectiveness at scale despite demographic factors that typically predict lower achievement. For example, low-income enrollments in Chicago have remained at around 85% for more than a decade while achievement scores have increased significantly. Each of Illinois' three

major population groups has made substantial gains in Chicago and is now achieving raw scores equal to or better than the rest of the state in mathematics and reading at all tested grade levels. This was not true ten years ago. At the high school level, for example, Chicago's ACT gains in reading are three times the state's gains, and Chicago's gains in mathematics are five times the state's gains.

- Although Chicago Public Schools are leading the state in reading and mathematics gains, Chicago students continue to lag behind the rest of the state in overall achievement because poverty rates and percentages of racial minorities are far higher in Chicago and not enough schools are effectively addressing those critical educational factors. Poverty and race remain all-too-influential predictors of student performance in all sectors of the state.
- Regional factors intersect with social class. The farther south one travels in Illinois, the more likely it is that student achievement is declining compared with state and national averages on standardized tests.

In late fall 2015, new Illinois PARCC scores were released for the first time. It is premature to analyze those here, *but the news simply is not new*. Contrary to what many believe, the problem of student achievement in Illinois is not primarily located in a limited population of high-poverty students of color—nor is low student achievement located centrally in Chicago or in other high-poverty, urban areas of the state. In fact, data from the National Assessment of Educational Progress (NAEP), ACT, and ISAT reveal complex patterns of student achievement in Illinois. As **Appendix E** shows in considerable detail, *Illinois white third-graders outside Chicago, by far the largest of the state's third-grade population groups, declined on the ISAT reading scores between the time of the Illinois Leader Task Force Report in 2008 and 2014*, the most recent scores available. This was more true for white students eligible for free and reduced lunch than those *not* eligible, but it was true for both. Meanwhile, the population of white students eligible for free and reduced lunch in Illinois is currently growing substantially.

Third-grade reading scores are but one example of the state's achievement decline, but they are particularly telling for the purposes of this report, for at least three reasons: (1) those students will be in Illinois schools for another 9 years after their reading levels are measured; (2) third-grade reading scores are a powerful predictor of 8th grade reading scores and in turn, high-school graduation rates, putting us on notice that we have to respond better to these students' learning needs (Annie E. Casey Foundation, 2012), and (3) we are reminded that one key purpose of the PK-12 principal endorsement in Illinois was to prepare principals who are better able to address the learning needs of third graders in that critical PK-3 period that produced the reading results that we now see.

Statewide, Illinois public schools will need to improve their ability to adjust to rising expectations and a changing environment if they are to do justice to our students' learning potential. Some Illinois schools are already showing the way.

The purpose of **Appendix E** and its link to the full report *Taking Stock: Achievement Growth in Illinois Under NCLB*, is twofold: first, to demonstrate that as a whole, Illinois continues to languish on measures of standardized achievement statewide. Despite the many millions of taxpayer dollars devoted to school improvement in Illinois over the last decade, evidence of improvement on standardized measures of student learning is largely absent, and even in decline over large regions of the state. Overwhelmingly, most school leaders do not disrupt the effects of socio-economic standing that remain the primary predictors of student learning.

A second major message of *Taking Stock*, however, is that some schools and districts in the state have shown marked improvement. As a significant sample of such improvement, Chicago Public Schools have shown remarkable gains in the past decade on the ISAT, the ACT, and the NAEP. This is particularly salient for the purposes of our report, as Chicago has for the past 14 years invested substantially in school leadership development as a primary lever for improving schools. While the research remains to be done on the causal connections between new principals and Chicago's significant gains in standardized reading and mathematics scores for all major demographic groups, the correlation between Chicago's rise in achievement and the hiring of over 300 full-year-residency trained principals over the past decade is a promising one. In the recent report, *Chicago's Fight to Keep Top Principals*, the Chicago Public Education Fund estimates that in the past two years alone, the number of highly effective principals in Chicago has increased from 150 to over 200—a trend that is now more than a decade old—and is aiming for 350 such effective principals by 2018 (Chicago Public Education Fund, 2015).

NEW STATE POLICIES DEMAND IMPROVED SCHOOL LEADERSHIP

As noted before, one of the key messages of this report is that policy implementation requires even more attention than policy formation, and that implementation needs to be reworked and refined over time to be successful. School Leadership reform acts not only as an exemplar of this principle, but a key lever in the implementation of other state policies that require ongoing implementation support. Aligned with the school improvement logic model from Cosner (2014), Illinois is in the midst of significant new policy implementation including: the new Illinois Learning Standards; enhanced Educator Evaluation; new assessments of school-level organizational capacity that foreground systems, structures, and culture for improvement; and a sea change in data use from the classroom to state policy, through the implementation of a new longitudinal data system.

Ideally, there can be a mutually reinforcing relationship between improved school leadership and the implementation of these and other new state education policies. Better state education policy that creates new partnerships can build the foundation for collaboration to create more coherent and cohesive training for principals. At the same time, well-trained school leaders provide critical support to implement new state education policies successfully.

One critical illustration of the relevance of principal preparation to state educational policy formation and implementation is the Illinois Preschool-for-All statute. For the public schools of Illinois to do their part in providing quality early childhood education for all children who seek it from the public schools (and not all do, as there are many other providers), it will be important for school principals to understand: a) the extraordinary power of quality early childhood education to support educational success in later grades; and b) how to ensure (and even to initiate, in many cases) quality early childhood education in their schools. This was central to the thinking that led to the creation of an Illinois PK-12 Principal Endorsement.

This early-childhood leadership insight is central also to the thinking of the authors of the acclaimed new study by the Institutes of Medicine, *Transforming the Workforce for Children Birth Through Age 8: A Unifying Foundation*. One of the major recommendations of this volume appears in the section, "The Critical Role of Leadership":

> **Recommendation 8: Ensure that policies and standards that shape the professional learning of care and education leaders (elementary school principals and directors in early care and education settings) encompass the foundational knowledge and competencies needed to support high-quality practices for child development and early learning in their organizations.**
>
> States and organizations that issue statements of core competencies and other policies related to professional learning and qualifications for leadership in public education would benefit from a review to ensure that the scope of instructional leadership is inclusive of the early elementary years, including prekindergarten as it increasingly becomes included in public school systems. States and organizations that issue statements of core competencies and other policies related to professional learning and qualifications for leadership in centers, programs, family child care, and other settings for early-childhood education would benefit from a review to ensure that competencies related to instructional leadership are emphasized alongside administrative and management competencies (p. 539) (IOM and NRC, 2015).

Although this is but one illustration of the ISLAC view that new state policies demand improved school leadership, it is an important one. Indeed the field is moving quickly as this report goes to press, with several emerging developments that will further develop the field.* Recent and emerging research and recommendations in the field further cement the critical need to strengthen principal preparation programs. As Paul Manna points out in his Wallace Foundation report on the state supports for school leadership, the principal is a "multiplier" of other reform initiatives that without strong leadership cannot achieve their intended effects (Manna, 2015).

*Several recent developments with potential for impact should be noted in this report: Center for the Study of Education Policy (2016) Lessons for States: The Every Student Succeeds Act (ESSA) Increases Focus on and Investment in Supporting Principal Preparation and Development: http://education.illinoisstate.edu/downloads/csep/policypapers/ESSA%20White%20Pape.pdf; Anderson, E. & Reynolds, A. (2015). Research-Based Policy for Principal Preparation Program Approval and Licensure. University Council for Educational Administration: http://3fl71l2qoj4l3y6ep2tqpwra.wpengine.netdna-cdn.com/wp-content/uploads/2014/05/UCEA-State-Policy-Report-website-version-Nov2015-v2.pdfhttp://3fl71l2qoj4l3y6ep2tqpwra.wpengine.netdna-cdn.com/wp-content/uploads/2014/05/UCEA-State-Policy-Report-website-version-Nov2015-v2.pdf, and the work of the Developing and Supporting School-Read Leaders program of the Council of Chief State School Officers (CCSSO): http://www.ccsso.org/Resources/Programs/Developing_and_Supporting_School-Ready_Leaders.html.

ISLAC PROCESS, VISION AND CHARGE

Based on the need to devote continued support to the implementation of the new principal preparation policy, ISBE and IBHE convened the Illinois School Leadership Advisory Council (ISLAC) through grants made to the Center for the Study of Education Policy (CSEP) at Illinois State University from The Wallace Foundation and the McCormick Foundation. ISLAC served as a key resource for sustaining and scaling the work that originated with the Illinois School Leader Task Force and the Commission on School Leader Preparation, as well as other leadership initiatives in the state. Chaired by Dr. Steve Tozer, Professor and Director of the Center for Urban Education Leadership at the University of Illinois at Chicago and Dr. Diane Rutledge, Executive Director of the Large Unit District Association, the Council included approximately 50 representatives from professional organizations, PK-12 education, private and public universities, special interest and advocacy groups, the Illinois State Board of Education and the Illinois Board of Higher Education. A full membership list is included in **Appendix A** of this report.

ISLAC VISION

Illinois will prepare and support school leaders through effective principal preparation programs that are:

- Designed to improve a wide range of student learning outcomes in schools through high quality school leadership;
- Highly selective in admissions;
- Committed to strong field-based learning as an essential component to leadership development;
- Designed, implemented, and assessed in partnership with school districts in service of accomplishing all of the above;
- Sustainable through state, regional and local support, including financial support that allows robust field-based supervision and assessment of candidates;
- Networked for continuous improvement and collective impact statewide; and
- Increasingly regarded nationwide as a model for how principal preparation and development can become a more effective lever for improving student learning outcomes in schools.

ISLAC CHARGE

The ISLAC charge was to develop a *five-year strategic plan* detailing how Illinois will systemically achieve a statewide vision for preparing and supporting school leaders through effective programs to provide high quality school leadership in every school in the state, regardless of location. Through the collective input of the Council, the charge was further developed to include strategies for: program cohesion and continuous improvement; quality assurance; effective partnerships and training; and networked support for sustainability of high quality school leadership in every school in the state, regardless of location.

To achieve its charge, ISLAC met six times between September 2014 and June 2015. At ISLAC meetings, national and state experts were brought in as guest speakers. These included: Dr. Michelle Young, Executive Director of the University Council for Professors of Education Administration; Dr. Shelby Cosner, Associate Professor for the Urban Education Leadership Program at the University of Illinois at Chicago; Dr. Brenda Klostermann, Associate Director of the Illinois Education Research Council; and Dr. Amber Stitziel Pareja, Senior Research Analysis at the University of Chicago Consortium on School Research.

> **Policy implementation requires even more attention than policy formation, and that implementation needs to be reworked and refined over time to be successful.**

Meetings also hosted panel presentations from members of the field, including superintendents, principals, teachers, and university faculty sharing their successes and challenges. A full list of guest presenters is included in **Appendix A**, meeting agendas are found in **Appendix C** of this report.

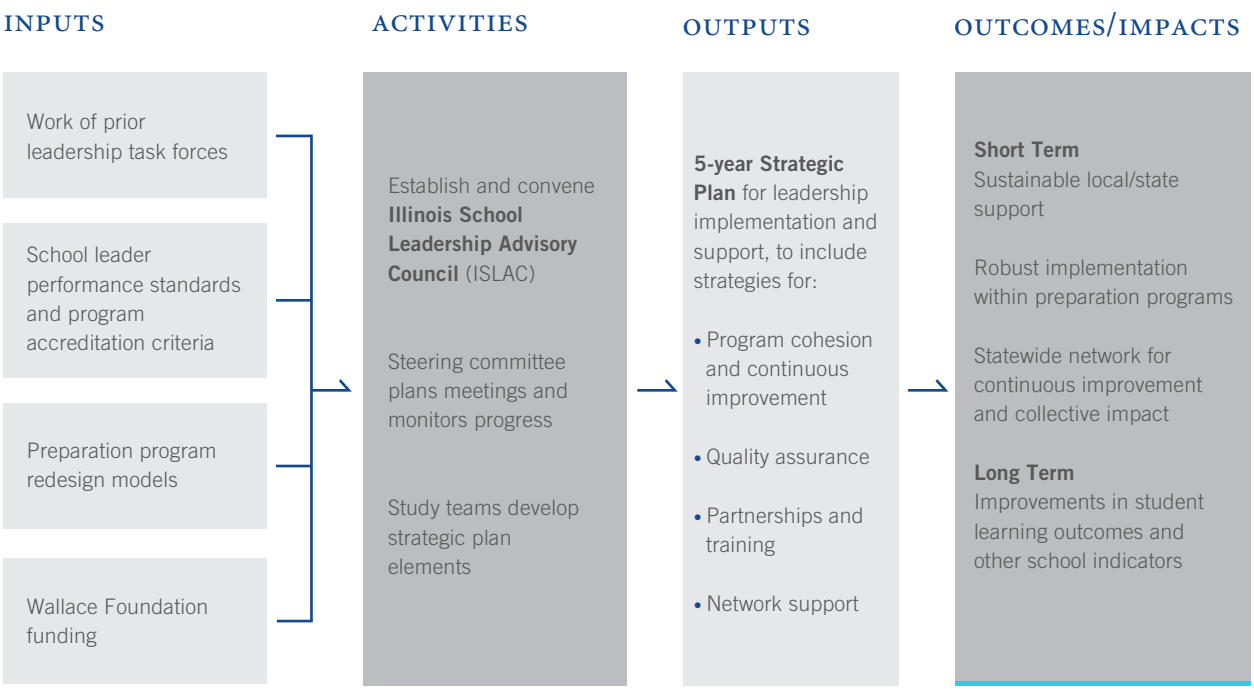
The Council worked through four "study teams" [**Appendix B**] to make recommendations regarding:

- Program Cohesion and Continuous Improvement
- Quality Assurance
- Partnerships and Training
- Network Supports

In addition to Council members, other experts in the field were invited to serve on the study teams. A full list of participants is included in **Appendix A**.

The work of the Council is represented in the model seen in *Figure 5* below.

Fig. 5. ISLAC Process Model



CROSS-CUTTING THEMES

Although the four study teams worked separately during Council deliberations, the process also fostered cross-team sharing of ideas. This sharing yielded several common themes that were expressed in the recommendations of more than one, and sometimes all, teams. These thematic intersections, as well as the specific recommendations themselves, call for a *statewide systemic approach* to improving school leader development:

RESOURCES AND SUPPORT SYSTEMS

Teams called for building a statewide "community of practice" for mutual support, sharing of resources, professional growth and continuous improvement. The potential for deploying Regional Offices of Education as regional "hubs" for resource and support coordination also emerged.

LEADERSHIP TALENT PIPELINE

Teams discussed the need for a robust system of recruitment and succession planning to assure that the leadership pipeline is strong and diverse statewide. Issues of varying regional challenges to the pipeline reinforced the concept of regional hubs to monitor and support pipeline efforts.

CLINICAL EXPERIENCES

Leadership development is most effectively developed through leadership experience. Study teams therefore raised issues regarding the critical importance of quality clinical experiences for principal candidates. They noted that coursework should be rigorously academic and at the same time adequately prepare candidates for, and align with, clinical growth experiences.

CONTINUOUS IMPROVEMENT

Several teams incorporated the theme of continuous improvement, both for preparation programs and for PK-12 schools. They discussed applying "cycles of inquiry," using data to inform iterative program modifications as well as supporting school leaders to do so in their school improvement planning processes (Cosner, 2014).

STATE REQUIREMENTS AND DATA USE

Teams supported a shift from a compliance mindset to a quality mindset that supports development of a continuously improving preparation system. Reporting requirements should be equitable, educative and transparent to the public. Instead of compliance checklists, annual reports should include quality indicators and evidence. The concept of an "office of school leadership" at the state level was introduced to provide consistent support for school leader preparation and development as a state-level educational priority.

> **"No one agency or institution has the power to do what is needed to improve PK-12 principal performance in Illinois, or any other state.**

STUDY TEAM RECOMMENDATIONS AND ACTION PLANS

SYSTEMIC, "CROSS SECTOR" ACTION

Although the original source is not known, the adage is familiar: "Your system, any system, is perfectly designed to produce the results you are obtaining" (Carr, 2008). As the Illinois School Leader Task Force emphasized, improving principal performance in Illinois is a systemic challenge: no one agency or organization "owns" principal preparation and development. Kauerz and Coffman (2013) have emphasized the notion of "cross-sector" educational policy formation and implementation in the PreK-3 domain, and that concept applies here. *No one agency or institution has the power to do what is needed to improve PK-12 principal performance in Illinois, or any other state*. It will take an intentional collaboration among a range of key stakeholders to make the recommendations in the report *matters of fact* and not just *matters of hope*. The following organizations will have to work together if our recommendations are to be implemented:

The Governor's office and State agencies such as the Illinois Board of Higher Education, the Illinois State Board of Education, Illinois Community College Board and the Illinois P-20 Council must provide leadership in elevating public and legislative awareness of the power of school leadership to improve student learning in schools. One dimension of this leadership will be to create a specific office or entity devoted to the challenge of improving and reporting on the quality of school leadership in the state on an annual basis henceforth. Such an entity would be enhanced by an "inside-outside" oversight committee of stakeholders from multiple sectors of the state.

The Governor and State Agency leadership must work with the state legislature to allocate resources necessary to support the new Illinois approach to school leadership that is highly selective in its candidates, field-intensive in its preparation, and committed to authentic partnerships with school districts to sustain rigorous school leader programs.

State agencies must also work with Institutions of Higher Education, other principal preparation program providers, and school districts to develop the *shared data capacity* to first serve purposes of continuous program improvement, and second provide compliance with state regulations. In addition, these bodies should work together to ensure that state regulations support excellent programs with good accountability for outcome measures, rather than creating or sustaining unnecessarily prescriptive program input requirements.

Professional teacher and school administrator organizations in the state, including teacher unions specifically, should work to improve the quality and quantity of outstanding school principal candidates in the leadership pipeline, including: support and recruitment of outstanding teacher leaders; collaboration around strong internship experiences for aspiring principals; establishment and support of networks for practicing principals; and principal preparation programs committed to the continuous improvement of school leaders long after the endorsement is earned. The Illinois School Board Association can play an especially important role in helping local school boards understand that the single most important district decision made with respect to student learning outcomes may be the choice of school principals, and how strategies for selecting and evaluating school superintendents follow from that insight.

Institutions of Higher Education, non-profit principal preparation programs, and selected school districts will need to work together creatively around problems of practice that preparation programs must inevitably face, including but not limited to: how to recruit and select the most promising and diverse annual cohort of candidates; how to staff higher education and non-profit programs with the academic and practitioner expertise necessary to address the full range of developmental needs of candidates; how to provide resources for extended internships consisting of authentic leading in schools; how to structure those internships for optimal development; how to collaborate on assessing those candidates on the leadership capacities they must have to improve student learning, including the ability to use data effectively to lead vision, people, and systems.

Regional Offices of Education must work with the State Board of Education and with districts—rural (perhaps especially so), urban, and suburban—to help ensure that a pipeline of highly qualified principals is being prepared and developed to serve all corners of the state.

School districts should proactively exercise the opportunity to be key partners in producing the principals our schools need, and exercise voice in articulating district leadership needs even if they are not engaged in formal university program partnerships. Regional Offices can be effective vehicles for such voice, as can state leadership professional organizations.

Key advocacy organizations representing scores of thousands of Illinois children and youth from important populations can help improve leadership preparation policy and practice in Early Childhood Education, English Language Learning, and Special Education. These organizations have provided essential input to the policy formation process in Illinois school leader preparation, and they need to remain a major part of the conversation going forward.

Philanthropic foundations in and outside of Illinois have demonstrated that they can play key roles in the development of the new institutional capacities identified above, and educational stakeholders should continue to seek their valuable support.

RECOMMENDATIONS

Each study team developed a set of recommendations, and in turn articulated goals with action plans to achieve those goals. The plans include action steps, responsible parties and timelines. Each team's plan is visually represented in a logic model that depicts inputs/resources, actions, and expected products and outcomes.

PROGRAM COHESION AND CONTINUOUS IMPROVEMENT

Chair: Dr. Maureen Kincaid, North Central College

School leaders must have the skills and dispositions to meet the needs of an ever-changing, diverse student population. To ensure the preparation of highly effective leaders, principal preparation and ongoing support will include well-designed, tightly integrated courses, fieldwork and internships that utilize experienced mentors and authentic experiences.

RECOMMENDATIONS

PC1: Principal preparation programs will ensure that mentor principal qualifications mirror preparation program candidate competency expectations.

PC2: Principal preparation programs will increase the diversity of the leadership talent pipeline and improve leaders' cultural competencies.

PC3: Principal preparation programs will design, implement and report out a continuous improvement process that ensures program cohesion and effectiveness.

PC4: Principal preparation programs will align partnership activities (recruitment, internships, mentoring) with program standards/competencies.

PC5: Principal preparation programs will establish continuous supports from preparation through employment.

Action Plan

PC1

Principal preparation programs will ensure that mentor principal qualifications mirror preparation program candidate competency expectations.

TIMELINE	ACTION STEPS	RESPONSIBLE PARTIES
YEAR 1	Define characteristics of a quality mentor.	East Aurora SD
YEAR 1	Develop strategies for matching candidates with principals	Statewide community of practice
YEARS 1-2	Develop robust training for mentor principals that have the same skills and knowledge as those expected of candidates	
YEAR 4	Conduct ongoing evaluation of the mentorship process – is it leading to improved mentoring processes?	
YEAR 5	Conduct a policy study to determine what policy changes are informed by the evaluation findings	

PC2

Increase diversity of the leadership talent pipeline and increase leaders' cultural competencies.

TIMELINE	ACTION STEPS	RESPONSIBLE PARTIES
YEAR 1	Recruit, develop and support a pipeline of diverse educators in a coordinated effort spanning from student to teacher to instructional leader. Identify partners among P-12 districts, higher education institutions and non profits that might inform, support and benefit from a diverse talent pipeline.	ISBE IBHE ICCB Illinois P-20 Council
YEARS 1-2	Offer training to preparation program faculty on culturally responsive practices to recruit and support diverse educators	IBHE (via RFP)

PC2

Increase diversity of the leadership talent pipeline and increase leaders' cultural competencies.

TIMELINE	ACTION STEPS	RESPONSIBLE PARTIES
YEARS 1-2	Utilize culturally responsive practices and processes to recruit and support diverse candidates throughout the preparation program (develop in Year 1, implement in Year 2)	Preparation program faculty District partners and mentors
YEARS 2-5	Offer training for district leaders on research and effective practices in recruiting, hiring and supporting diverse educators (e.g., an Administrators Academy strand)	Professional development providers (e.g., IPA, ROEs)

PC3

Principal preparation programs will design, implement and report out a continuous improvement process that ensures program cohesion and effectiveness, including strategies that boost curricular coherence and quality and ensure that instructional practices match adult learning needs.

TIMELINE	ACTION STEPS	RESPONSIBLE PARTIES
YEAR 1	Identify tools that can be used to measure candidate growth and development across the program and after completion	Preparation program faculty, staff and partners
YEARS 1-5	Program faculty, staff and district partners design and implement a continuous improvement process (e.g., cohesion models, measures, data collection and analysis, reporting – cycles of inquiry) (Year 1 development, then ongoing)	
YEAR 4	Program faculty and staff report data collected through continuous improvement process and implications for improved program cohesion	
YEAR 5	State Licensure Board requires reporting of the continuous improvement process including data and resulting program adjustments	ISBE

PC4

Principal preparation programs will align partnership activities (recruitment, internships, mentoring) with program standards/competencies.

TIMELINE	ACTION STEPS	RESPONSIBLE PARTIES
YEAR 1	Align academic and field-based supports throughout programs	Preparation program faculty, staff and partners
YEAR 1	Align program requirements, criteria and supports for new principal mentoring with state performance evaluation standards	
YEARS 1-2	Develop professional development opportunities for novice principals	Professional development providers (e.g., IPA, ROEs)

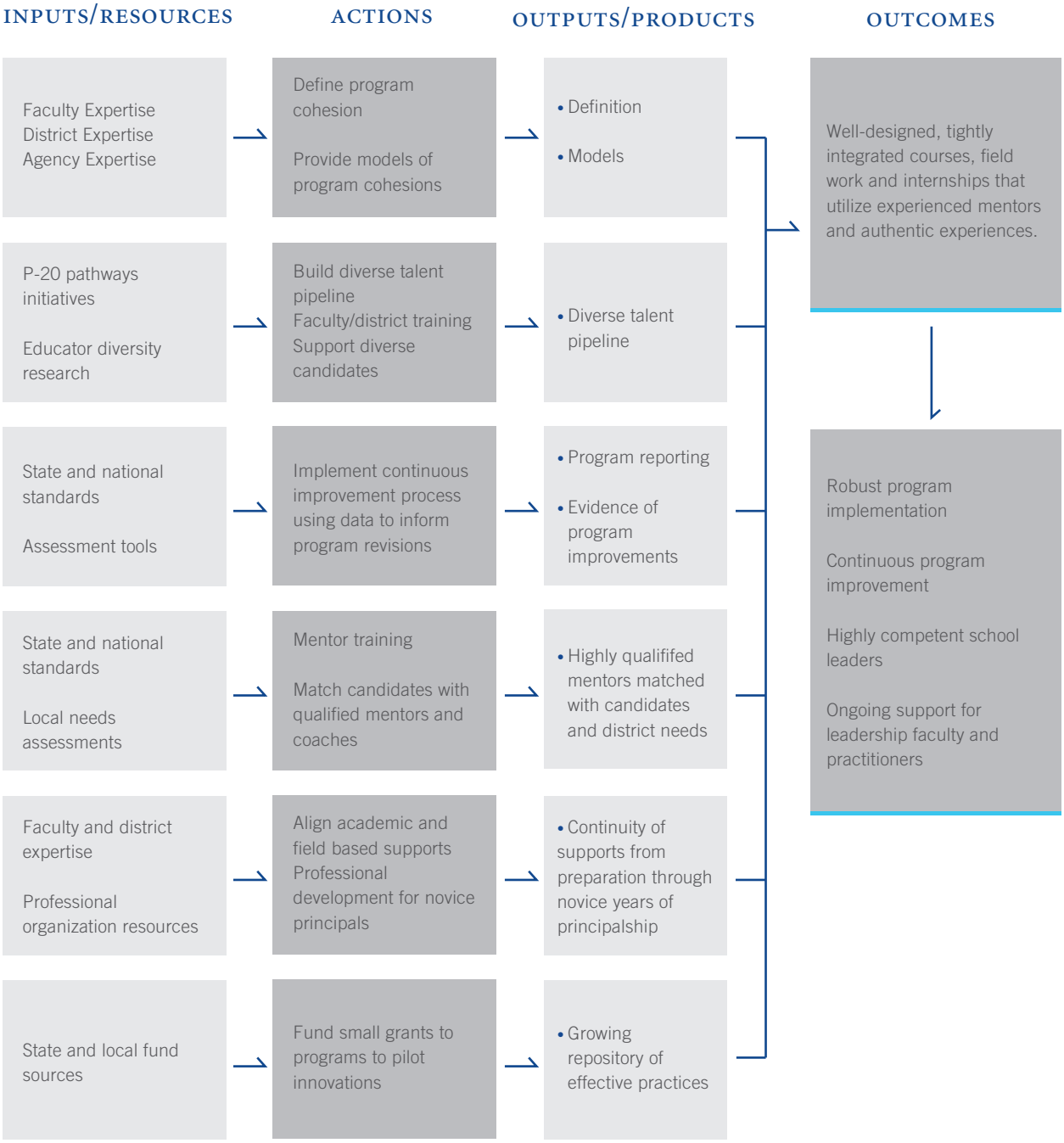
PC5

Principal preparation programs will establish continuous supports from preparation through employment.

TIMELINE	ACTION STEPS	RESPONSIBLE PARTIES
YEAR 3	Fund small grants to pilot program innovations	State funds/private funders
YEAR 4	Study piloted innovations	State policymakers Professional organizations
YEAR 5	Make policy and practice recommendations based on findings	

ISLAC Program Cohesion Plan

Logic Model



QUALITY ASSURANCE

Chair: Dr. Vicki VanTuyle,
Southern Illinois University Edwardsville

Illinois must support data analysis at the program level for purposes of continuous improvement, while improving and coordinating data analysis for reporting to different regulatory bodies (e.g., ISBE, IBHE, CAEP, individual institutional requirements, etc). Capacity must be built among all stakeholders to effectively utilize and report information in ways that improve school leadership preparation and development. The State should also regularly assess the data burden on credentialing program partnerships to ensure that the data collected are necessary and useful.

RECOMMENDATIONS

QA1: Data collection systems must serve two purposes: the continuous improvement of programs, and the demonstration of evidence of program impact. The most powerful uses of data are expected to be implemented at the local program improvement level. State and local data systems must be designed primarily to improve candidate and program performance. Secondarily, the state should use these data to monitor achievement of the goals of the P-12 endorsement legislation. At a minimum, as part of the current reporting structure and on-going continuous improvement efforts, principal preparation programs shall be required to collect and report annually to ISBE/IBHE the kinds of quality indicators that will provide information on whether the intended outcomes of the Illinois PK-12 principal endorsement law are being achieved in terms of improved principal and school performance. A range of such measures, some of which have been recommended by the Illinois P-20 Council, are enumerated here (See Appendix F).

1. Evidence of selectivity of candidates (not simply the acceptance rate)
2. List of formal partner (with which there is a written agreement or Memo of Understanding that stipulates the district's clear role as a partner in the design, delivery and improvement of the preparation program)

Data collection systems must serve two purposes: the continuous improvement of programs, and the demonstration of evidence of program impact.

3. List of informal partners (district or school where components of the internship may be completed, but with which there is no formal agreement to act as a partner in the design, delivery and improvement of the preparation program)
4. Total number of candidates currently enrolled in the program (including breakdown by racial and gender populations)
5. Total number of graduates that year (July 1-June 30) (including breakdown by racial and gender populations)
6. Total number of candidates that year who attempted the principal endorsement exam (including breakdown by racial and gender populations)
7. Total number of candidates that year who passed the principal endorsement exam (including breakdown by racial and gender populations)
8. Total number of principal endorsement program graduates that year who earned Principal Endorsements (including breakdown by racial and gender populations)
9. Total number of principal endorsement program graduates who obtain principal positions in 1, 2, and 3 years beyond completion of principal prep program, since inception as a principal endorsement program (including breakdown by racial and gender populations)
10. Total number of principal endorsement program graduates who stay in the principalship or assistant principalship (in the position - does not have to be in same school or district) for 5,10,15 years (including breakdown by racial and gender populations)

11. Percentage of principal endorsement program graduates in principal or assistant principal (AP) positions who have been rated in each of the 4 performance categories on evaluations that comply with the Illinois Performance Evaluation Reform Act (PERA) (including breakdown by racial and gender populations)

12. Percentage of principal endorsement program graduates in principal or AP positions who lead schools that demonstrate positive, flat, or negative student growth, as defined in PERA (including breakdown by racial and gender populations)

13. Percentage of principal endorsement graduates in principal or AP positions who demonstrate positive, neutral, or negative impact based on a state mandated school climate and culture survey (including breakdown by racial and gender populations)

14. Principals who completed principal endorsement programs and who were promoted to district or regional leadership positions (including breakdown by racial and gender populations)

15. Evidence demonstrating how programs use data for continuous improvement

QA2: Districts shall be required to report annually to ISBE a limited set of data providing evidence of district partnerships with principal preparation providers and evidence of principal performance in each district. These data sets should include:

1. List of principal preparation program(s) with which they participate as a formal partner (have in place a written agreement or Memo of Understanding that stipulates the district's or school's clear role as a partner in the design, delivery and improvement of the preparation program)

2. List of principal preparation programs for which the district or school participates as an informal partner (severing as an internship site, but with no formal agreement to act as a partner in the design, delivery and improvement of the preparation program)

3. Cumulative performance evaluation ratings for each principal and assistant principal on evaluations that comply with PERA regulations

4. Impact on student growth (positive, flat, or negative) as defined in PERA, for each principal and assistant principal.

QA3: ISBE shall serve as a repository for data collected from QA1 and QA2 and provide access for each preparation program to a range of metrics, enumerated in the report, involving their candidates and graduates. This will require a new data collection and analysis system. Its purposes will be to improve school leader and school performance by providing data that will inform structured conversations of continuous improvement at the district and state level. Such data systems will have to be transparent for wide access but at the same time respect individual privacy and confidentiality. A data dashboard can be created at the state level to enable programs ready access to outcome data their programs and other programs have produced. Every other year, a biennial report on the State of School Leadership in Illinois should be produced to enable continuous improvement conversations at the state policy level and the district partnership level, using such data as:

1. Information provided by ELIS, or another state database, to determine the employment status of their graduates (e.g. the district and school where employed, as well as the position classification)

2. Total number of candidates who attempted the principal endorsement exam

3. Total number of candidates who passed the principal endorsement exam

4. Disaggregated data on exam pass/fail rates by gender and race

5. Total number of graduates who earned a principal endorsement

6. Percentage of graduates in principal or assistant principal positions who have been rated in each of the 4 performance categories on evaluations that comply with PERA regulations

7. Percentage of program graduates in principal or AP positions who demonstrate positive, flat, or negative student growth, as defined in PERA

8. Percentage of graduates who rated in each of the 4 performance categories on evaluations that comply with PERA regulations that currently hold a Type 75 certificate

9. Percentage of graduates who rated in each of the 4 performance categories on evaluations that comply with PERA regulations that currently hold a Principal Endorsement

QA4: Establish a state-level Office of School Leadership, advised by multiple stakeholders, to increase understanding of the importance of school leadership as a vital and cost effective lever for improved student learning. The Office should ensure that a third-party evaluation is conducted on the state's leadership development performance and policy every 3-4 years. The Office should also regularly assess the data burden on credentialing program partnerships to ensure that the data collected are necessary and useful.

1. The Office of School Leadership shall be comprised of personnel from both regulatory agencies (ISBE and IBHE) and a group with a legislative anchor that is comprised of key stakeholders (Illinois P-20 Council).
2. The Office of School Leadership shall establish a dashboard for principal preparation programs to set goals, track outcomes over time, and compare their performance to the state average on a wide variety of measures.
3. The Office of School Leadership shall explore data reported by programs, districts, and ISBE over time and determine standards for specific metrics that are understood as indicators of quality.
4. The Office of School Leadership shall provide a report on the state of educational leadership in Illinois and make recommendations to the General Assembly every two years, or as needed.
5. The Office of School Leadership shall engage an external evaluator to conduct a statewide scan of leadership preparation and development in Illinois every four years. The report will include an exploration of supply and demand, outcome trends, and recommendations.

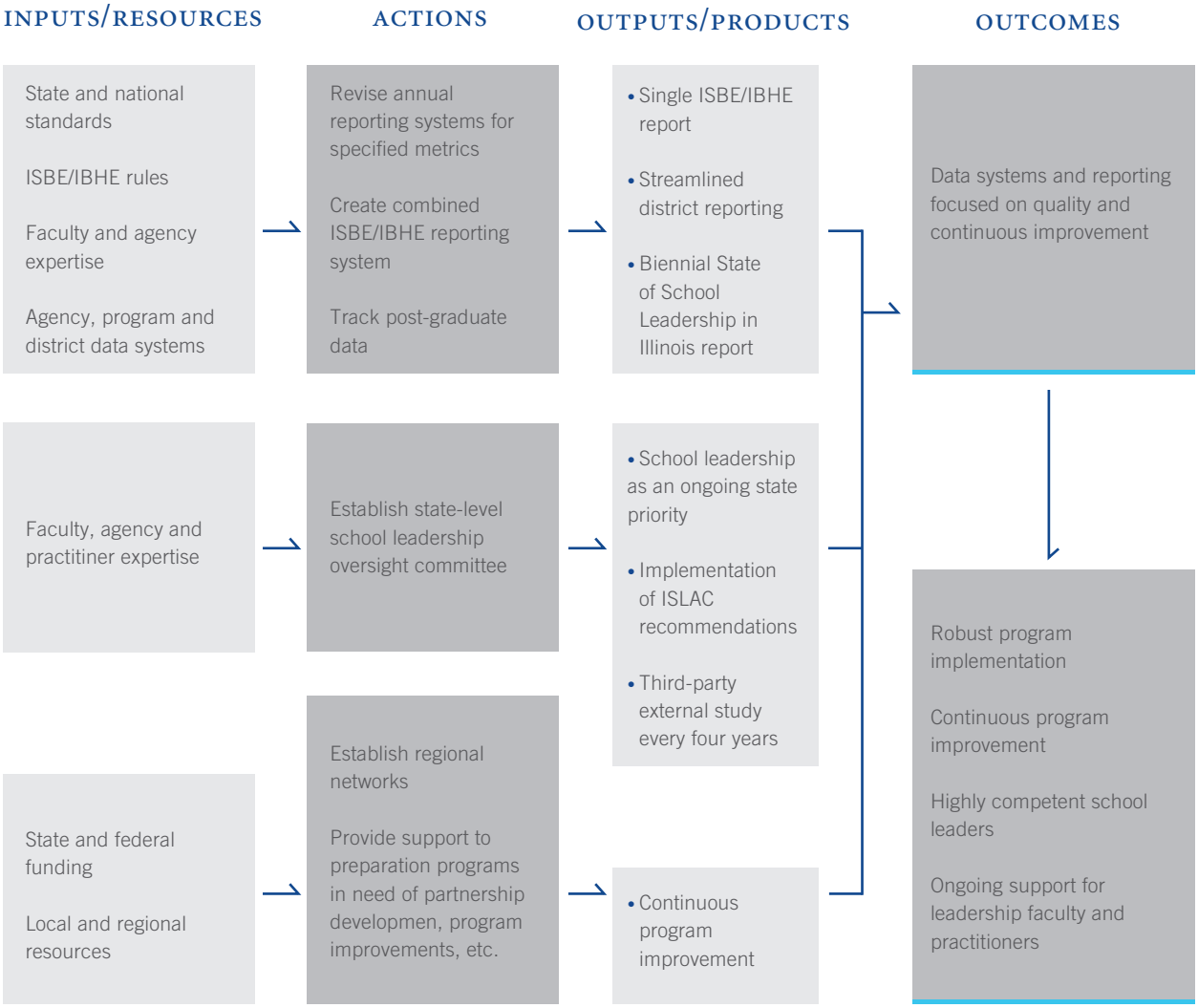
Action Plan

TIMELINE	ACTION STEPS	RESPONSIBLE PARTIES
YEAR 1	QA1: Revise annual program reporting system to include the metrics listed above and streamline the process by having program submit one combined report to both ISBE and IBHE. QA2: Revise the district reporting system to include the metrics listed above and streamline the process so that they are included with all other data ISBE requires districts to report. QA3: Ensure that principal preparation programs have access through ELIS, or another state database, to determine the employment status of their graduates and develop a mechanism for programs to access both their disaggregated program data and aggregate statewide data for each metric for comparison purposes. QA4: Establish a state-level Office of School Leadership that includes representatives from ISBE, IBHE and the IL P-20 Council; and determine the scope of work for the committee for the next two years. The newly formed committee will model a continuous improvement focus in their role in overseeing school leadership efforts across the state, by developing a framework for the annual State of School Leadership in Illinois Report. QA5: The Office of School Leadership will determine the structure and location of the regional networks around the state.	ISBE IBHE P-20 Council

TIMELINE	ACTION STEPS	RESPONSIBLE PARTIES
ANNUALLY	QA1-3: Programs, districts and ISBE fully comply with annual reporting requirements using the revised annual report form, developed in Year 1.	Collaboration between Programs, Districts and ISBE/IBHE.
BY YEAR 3	QA4: Data from the annual report will be used to develop a dashboard that includes a variety of metrics for partnerships to track their goals and performance.	School Leadership Oversight Committee
ONGOING	QA1 & 5: Partnerships develop capacity to collect, analyze, and inform program improvement efforts, and collaborate with others in their area to share best practices and support these efforts regionally	Program partners and Regional Networks
YEAR 3	QA4: First State of School Leadership in Illinois Report presented to the General Assembly. Standards for program quality established and are reflected in the ISBE/IBHE program report structure.	School Leadership Oversight Committee and P-20 Council; Illinois Education Research Council
YEAR 4	QA4: Conduct a third-party external study on the state of leadership preparation in Illinois	School Leadership Oversight Committee in collaboration with ISBE/IBHE and external evaluator
YEAR 5	QA4: Second State of School Leadership in Illinois Report	School Leadership Oversight Committee and P-20 Council

ISLAC Quality Assurance Plan

Logic Model



PARTNERSHIPS AND TRAINING

Chairs: Dr. Darlene Ruscitti, DuPage Regional Office of Education

Jennifer Gill, Superintendent, Springfield Public Schools

Illinois should provide statewide regional partnerships for the distribution of leadership preparation resources to all school districts in Illinois providing school districts and IHEs with mechanisms for the recruitment, selection, and support of principal mentors and university-based leadership coaches to ensure the continuous enhancement of leadership capacity in Illinois.

RECOMMENDATIONS

PT1: Provide to all stakeholders in principal preparation programs written requirements and processes for the selection, training, and support of the primary mentor and other mentor roles required for all candidates based on the Illinois regulations for principal/assistant principal licensing.

PT2: Provide school districts with agreed upon ways to support state principal preparation requirements (e.g., early childhood, special education, and ELL requirements) while allowing for a flexible, individualized approach to each district's unique needs.

PT3: Determine geographic boundaries for school districts to access regional partnership "hubs" to optimize and equalize resources throughout the state, including opportunities for principal candidates to access high-quality preparation programs. In order to assure that all 860+ school districts have access to highly qualified principal candidates prepared to address the diverse needs of our Illinois students and geographic landscapes, a robust, functioning partnership is needed, comprised of a broad spectrum of entities committed to this goal and led by an identified entity.

PT4: Identify, recruit, and solicit top-performing teacher leaders, including the opportunity for recruitment and selection of principal/assistant principal candidates. Establish a task force to study the state's new teacher leadership endorsement and develop strategies to coordinate teacher leader development with recruitment and selection of interested teacher leaders into principal preparation programs.

PT5: Define opportunities for residency training and extended authentic field experiences for principal candidates within districts, to include those recruited as principals, assistant principals and teacher leaders.

Action Plan

PT1

Provide to all stakeholders in principal preparation written requirements and processes for the selection, training, and support of the primary mentor and other mentor roles required for all candidates based on the Illinois regulations for principal /assistant principal licensing.

TIMELINE	ACTION STEPS	RESPONSIBLE PARTIES
YEAR 1-2	Define models to identify, train and support principal mentors with emphasis on robust, sustained use of the Leadership Performance Planning Worksheet created by the NY Leadership Academy and used by the DuPage ROE in the training of principal mentors. This tool will serve as a framework for designing training and support. Credit-bearing academies using the IAA framework will be used to plan a continuum of training for principal mentees, mentors, and year 1 and 2 principals and beyond. Aligning the principal PD training and support to a differentiated PD model which focuses on novice through expert makes sense in that the academies can be structured to align to growth needs, which are at the core of the NYL LPPW philosophy.	DuPage ROE and representative principal preparation programs

PT1

Provide to all stakeholders in principal preparation written requirements and process for the selection, training, and support of the primary mentor and other mentor roles required for all candidates based on the Illinois regulations for principal /assistant principal licensing.

TIMELINE	ACTION STEPS	RESPONSIBLE PARTIES
YEAR 2	Design training to support multiple teams of principals between and among districts due to the overwhelming number of dual district configurations statewide. The trained cross-district teams will then serve as "one mentor" to assure that all PK-12 required experiences are provided. Likewise, in a unit district, several principals may be needed to assure fidelity to the requirements as well. Both scenarios will require a PLC approach to mentoring PD design.	DuPage ROE and representative principal preparation programs
YEAR 2	Provide districts with a differentiated PD model around the use of a team mentor arrangement. Similar to the Illinois principal mentoring program for first year principals, collect feedback regarding mentor impact on interns.	DuPage ROE

PT2

Provide school districts with agreed upon ways to support state principal preparation requirements (e.g., early childhood, special education, and ELL requirements) while allowing for a flexible, individualized approach to each district's unique needs.

TIMELINE	ACTION STEPS	RESPONSIBLE PARTIES
YEAR 1	Provide exemplars of the ways school districts are able to use flexible and district-based processes for candidates to fulfill principal preparation requirements, particularly in early childhood, special education, and ELL.	Representative area colleges
YEAR 2	Consider collaborating with surrounding districts to utilize mentors outside the district to provide field experiences for candidates in areas a given district may not be able to provide (e.g., early childhood and ELL).	ROEs and regional partnership representatives

PT3

Determine geographic boundaries to maximize resources for school districts to access regional partnership "hubs" to ensure equity of resources throughout the state and opportunities for access for candidates.

TIMELINE	ACTION STEPS	RESPONSIBLE PARTIES
YEAR 2	Determine state regional boundaries and a governing unit for each region, designed to more equitably distribute state resources, utilizing a written Memorandum of Understanding among the primary partners in each region. The primary partners would include the Regional Offices of Education, Higher Education and other providers of Principal Preparation Programs, ISC's, and School Districts. The ROE's will be charged as the entity to host and initiate the development of regional councils.	DuPage ROE
YEAR 1-2	Broadly define and invite primary and secondary partnerships to include community and families (e.g., early childhood program providers, special education collaboratives, community social service agencies, and health care providers).	

PT4

Identify, recruit, and solicit top-performing teacher leaders, including the opportunity for recruitment and selection of principal/assistant principal candidates. Establish a task force to study the teacher leader endorsement.

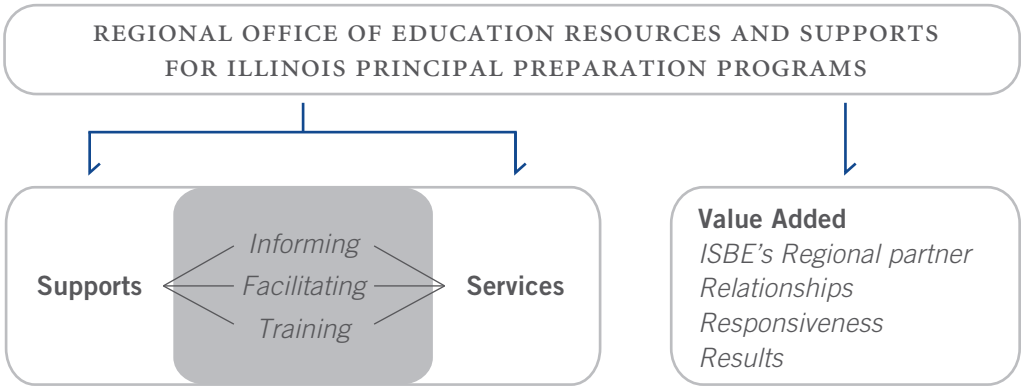
TIMELINE	ACTION STEPS	RESPONSIBLE PARTIES
YEAR 3	Provide districts with support strategies in forecasting future leadership needs and developing succession plans in efforts to "grow their own" in order to meet future leadership needs, including teacher leaders.	Representative school districts identified by ISBE
YEAR 2	Establish task force to study teacher leader endorsement.	Private funder

PT5

Define opportunities for residency training and extended authentic field experiences for principal candidates within districts for those recruited as principals, assistant principals and teacher leaders.

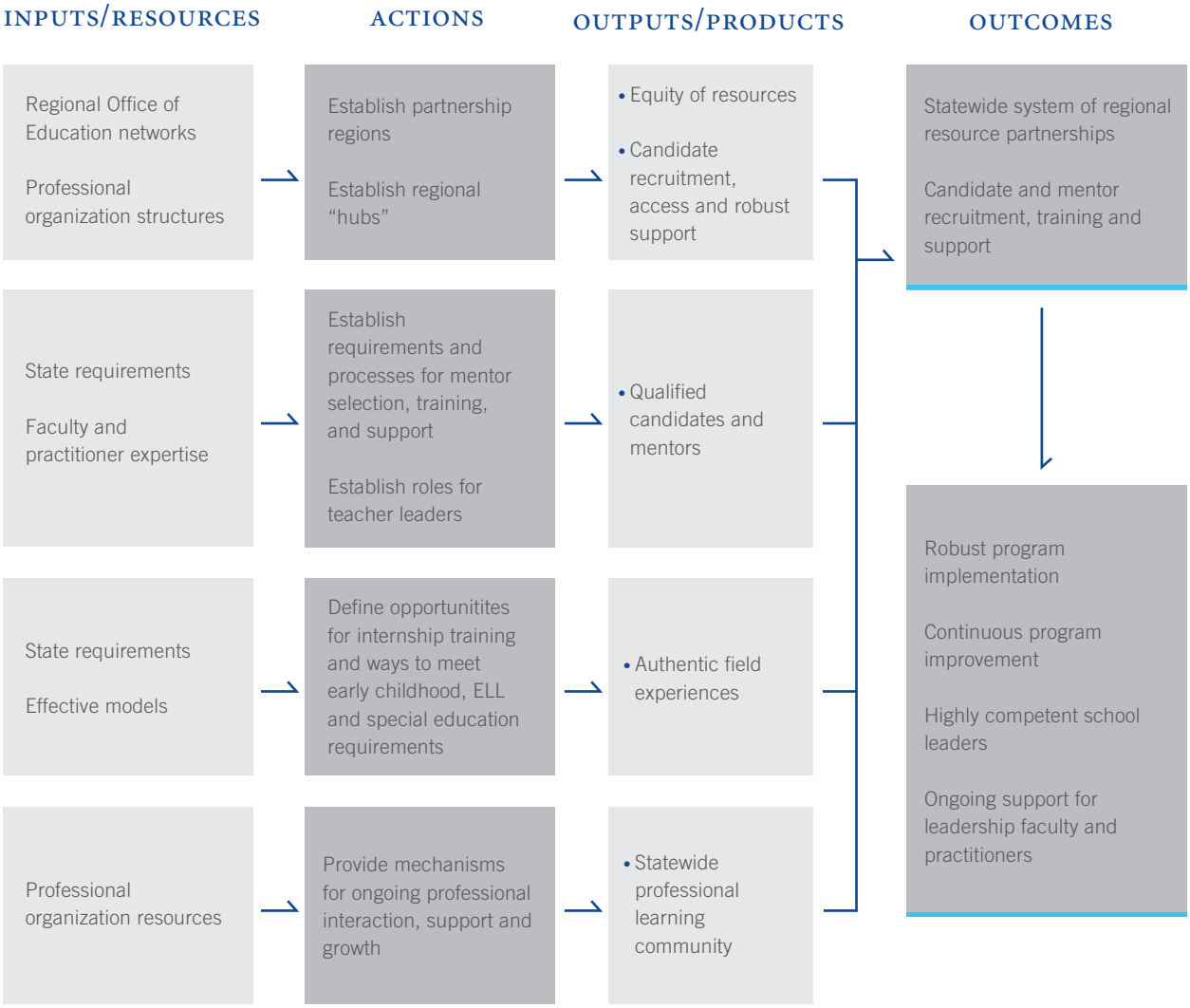
TIMELINE	ACTION STEPS	RESPONSIBLE PARTIES
YEAR 4	Develop funding models to recruit and extend the training of principal preparation candidates, such as full-time residencies, identified to fulfill pending district leadership positions.	School district HR representatives
YEAR 4	Provide favorable benefits to utilize retired teachers/administrators to assist with mentoring and extended field placements for leadership candidates.	

Regional Service Model



ISLAC Partnerships and Training Plan

Logic Model



NETWORK SUPPORT

Chair: Jason Leahy, Executive Director, Illinois Principals Association

Consistent with the most recent research on "Networked Improvement Communities," Illinois should establish a statewide community of professional practice, with ever-expanding connections and resources, to support ongoing professional learning in IHEs, districts, and other stakeholders committed to effective educational leadership preparation and practice.

RECOMMENDATIONS

NS1: Establish a statewide professional network among principal preparation faculty for communication, professional development and sharing of effective practices, tools and research.

NS2: Develop customized regional networking opportunities for continuous improvement and support.

NS3: Increase statewide communication among program faculty and school leaders in an effort to scale up effective practices.

NS4: Create a formal advisory process for direct, ongoing and proactive communication between state agencies and preparation programs.

Action Plan

NS1

Establish a statewide professional network among principal preparation faculty for communication, professional development and sharing of effective practices, tools and research.

TIMELINE	ACTION STEPS	RESPONSIBLE PARTIES
YEAR 1	Offer no-cost IPA membership to leadership preparation faculty	Illinois Principals Association Illinois Association of Professors of Educational Administration Midwest Principals' Center Other interested parties
YEARS 1-5	Develop and maintain a statewide, on-line professional community for preparation faculty, with training and facilitation (Year 1 development, Years 2-5 maintenance)	
YEARS 1-5	Create an on-line resource library for tools, materials and research (Year 1 development, Years 2-5 ongoing)	
YEARS 2-5	Foster cross-sector collaboration for sharing effective practices and professional development opportunities	

NS2

Develop customized regional networking opportunities for continuous improvement and support.

TIMELINE	ACTION STEPS	RESPONSIBLE PARTIES
YEARS 2-5	Develop regional communication and support networks for preparation programs and partners (Year 2 development, Years 3-5 ongoing)	Preparation Programs Regional Offices of Education Intermediate Service Centers District Partners Other interested parties

NS2

Develop customized regional networking opportunities for continuous improvement and support.

TIMELINE	ACTION STEPS	RESPONSIBLE PARTIES
YEARS 3-5	Offer networking opportunities to non-partner districts	Preparation Programs Regional Offices of Education Intermediate Service Centers District Partners Other interested parties
YEARS 3-5	Customize preparation program elements by region	

NS3

Increase statewide communication among program faculty and school leaders in an effort to scale up effective practices.

TIMELINE	ACTION STEPS	RESPONSIBLE PARTIES
YEARS 2-5	Schedule an annual statewide joint conference on leadership preparation in conjunction with IPA or other scheduled education conference to share research and effective practices (Year 1 development, Years 2-5 ongoing)	Professional Organizations School Management Groups Local and State Agencies Education Advocacy Organizations
YEARS 3-5	Publish conference proceedings and utilize conference evaluations for continuous improvement	
YEARS 3-5	Develop resources to support scaling efforts	

NS4

Create a formal advisory process for direct, ongoing and proactive communication between state agencies and preparation programs.

TIMELINE	ACTION STEPS	RESPONSIBLE PARTIES
YEAR 1	Develop advisory structure and processes	Illinois State Board of Education Illinois Board of Higher Education Illinois General Assembly Representative advisory group appointees
YEAR 2	Codify advisory structure and processes through legislation and/or rules	
YEARS 2-5	Use advisory system to reach consensus decisions, develop supportive policies, and implement continuous improvements to state processes regarding leadership preparation and ongoing support	

ADITIONAL NOTES

This plan *builds on existing networks and resources*, such as:

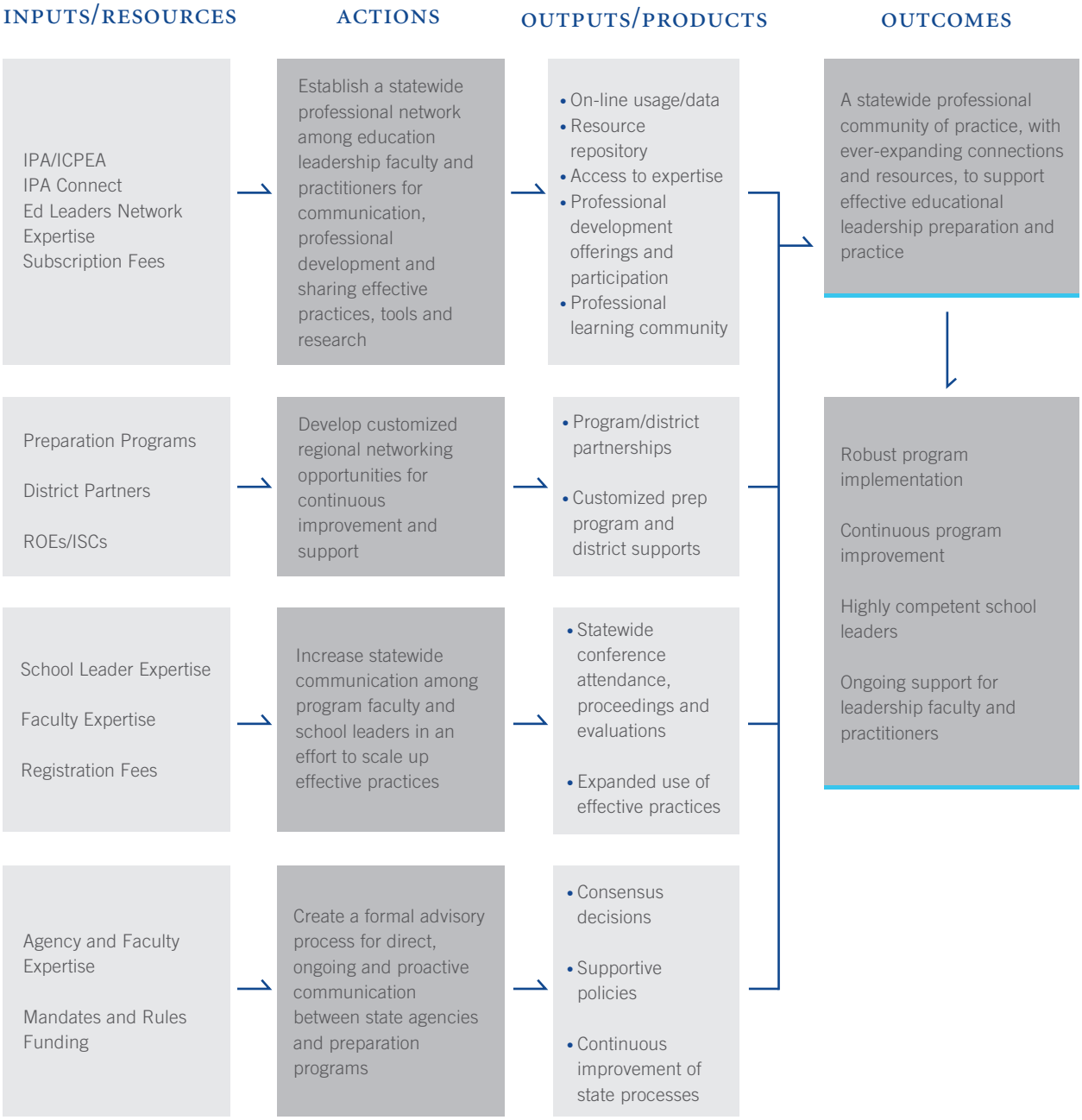
- IPA Connect and the Ed Leaders Network (a nine-state professional learning collaborative for school leaders),
- Regional Office of Education (ROE) and Intermediate Service Center (ISC) networks and resources,
- Supportive partners such as education advocacy organizations and private foundations, and
- Expertise available across both PK-12 and higher education.

Parts of this plan are already in motion. For example, in February 2015 the IPA Board approved no-cost membership for leadership preparation faculty. The on-line services of IPA Connect and the Ed Leaders Network are established and need only to be expanded to accommodate the on-line networking components of this action plan.

Some parts of the plan will require some financial resources, such as support for staffing to ensure maintenance of the on-line network and local resources to support the scaling up of effective practices. Other parts of the plan can be accomplished through such mechanisms as conference registration fees or can be incorporated into ongoing regular work of the various responsible parties.

ISLAC Network Support Plan

Logic Model



FIVE-YEAR STRATEGIC PLAN

The following combines the action plans of the ISLAC Study Teams into an overall strategic plan for the ongoing training and support of Illinois school leaders. The five-year plan describes specific actions to be taken in each of the four major domains of the study teams, a logic model for organizing those actions into increased state capacity to support high quality programs, and two timeline models to be used simultaneously for implementation of these recommendations. The **Comprehensive Incremental** model will engage *all* principal preparation programs in continuous improvement, using the concept of Networked Improvement Communities of Practice (Bryk, Gomez, et al., 2015) to learn together how to produce high-performing principals at scale. The **Targeted Demonstration** model will allow programs to compete annually for *sustainable* state funding to implement higher-cost innovations, allowing them to transform their program designs and demonstrate what is possible to others in Illinois and nationwide.

If Illinois is to have a significant and measurable impact on student learning by improving school leadership preparation and development as envisioned in the state's PK-12 Principal Endorsement, we as a leadership community must:

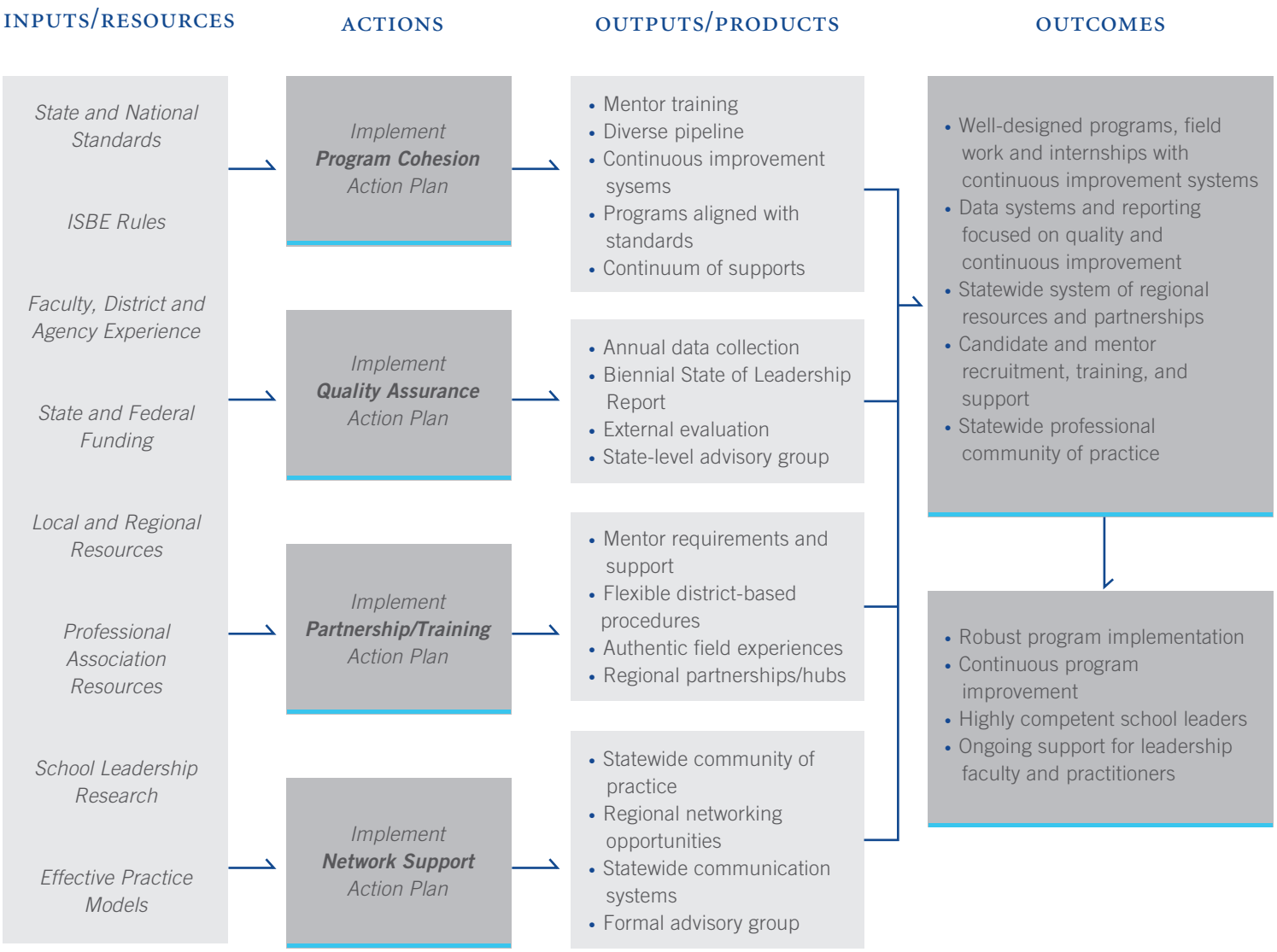
- Ensure that district and regional partnerships have the resources, flexibility and support they need to implement robust, effective and collaborative programs.
- Commit resources to establishing a statewide community of practice that will develop local capacity for high-quality implementation through networked improvement strategies responsive to district and regional diversity.
- Recognize that developing a strong pool of site-based mentors and coaches demands a community of learners that includes university faculty, district administrators, and networks that bridge institutions of higher education, district administrators and professional associations. Site-based learning is as critical to the future of leadership development as internships and residencies are to the medical profession; therefore the State must build capacity within districts and regions to develop mentors and coaches, and to enable selection on the basis of quality and not merely proximity.
- Ensure that principal preparation and ongoing support will include professional networks and well-designed cycles of inquiry to enable program leaders to monitor and improve program effectiveness in preparing highly effective leaders for Illinois' changing and increasingly diverse student population.
- Ensure that data systems will serve two key purposes: continuous improvement of principal preparation programs and the demonstration of evidence of program impact. The primary use of data should be at the program improvement level, and secondarily, the state can use these data to help ensure that the goals of the principal endorsement legislation are being achieved.
- Ensure a robust and diverse preparation pipeline in the context of succession planning, including principals, assistant principals and teacher leaders.
- Recognize the power of school leadership as a lever for improving student learning outcomes by creating an Office of School Leadership charged with ensuring the quality of school leadership development as a statewide priority. Because the preparation and development of school leaders is a state-wide imperative that affects multiple levels of the system, the office that is created should be constituted, or formally advised, by broadly representative membership.

OVERALL LOGIC MODEL

The ISLAC five-year plan will utilize a range of resources to implement the action plans of the four study teams, culminating in a highly effective statewide system of school leader training and support.

This logic model is intended to be illustrative, not comprehensive. One might quickly identify additional inputs or more detailed outcomes that could be added. The purpose of the model is to demonstrate a conceptual framework for how a range of key inputs can be organized to improve the state's capacity to produce outstanding school leaders at scale—for every school in Illinois. Such outcomes require systemic thinking and action, and this model is an attempt to represent what such a systemic approach might look like.

ISLAC Strategic Plan



TWO TIMELINE MODELS: COMPREHENSIVE INCREMENTAL AND TARGETED DEMONSTRATION

The logic model does not, however, provide an overall timeline that reflects the timelines from each study team, and we turn to that next. We present two timeline models that will allow Illinois to move the school leadership agenda substantially, and we believe that both models can be pursued simultaneously. The **Comprehensive Incremental** timeline model indicates how *all principal preparation programs* in the state can be supported year-by-year on a path of continuous improvement informed by the study teams' recommendations. In fact, all approved programs are already moving in this direction.

The **Targeted Demonstration** timeline is one in which a small number of principal preparation programs could apply each year for state support to transform their programs more dramatically. For example, already-approved programs might enhance their candidates' experiences by establishing full-time, year-long residencies, or by hiring additional clinical faculty for field supervision of first-year program graduates, or both. For *every* program in the state to establish a full-time, year-long residency at once would likely be financially prohibitive in a state with serious budget deficits. But it would not necessarily be prohibitive for Illinois to support a limited number of such programs in moving to a year-long residency that is more full-time than they now have. Districts in different states are using different models to make this affordable for the state and the district. If Illinois were to make available, on a competitive RFP basis, $1M per year to three programs the first year, three more the second year for a total of six, and so on, over a period of time, those programs could be enhanced not just incrementally, but transformationally, at a rate the state could afford. Although such an investment could be spread among more programs, minimum per-program funding must be substantial enough to enable dramatic enhancements—and it must be sustained for prior programs even as new programs are added each year.

This Targeted Demonstration approach would be a way to bring districts and IHEs together to think creatively about further program re-design to *punctuate* the comprehensive, continuous improvement of the state's programs overall, providing demonstrations of practices that work in their contexts—urban, suburban, and rural. Program partnerships would receive such funding only if the model presented showed promise of significantly transformed program practices. By the end of the five-year implementation strategy, we would have good evidence of whether these dual strategies, Comprehensive and Targeted, were providing a good return on investment. We would also have a statewide demonstration of an approach to transforming programs that other states can use. The most expensive component of next-generation programs is field supervision and assessment of candidates, which teacher education programs have long counted as an expense integral to their program design. Principal preparation can one day say the same, but only given a strategy for getting there from here. Resource implications are discussed below.

Timeline Model 1: Comprehensive Incremental (all programs)

ACTION STEPS	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5
Program Cohesion					
Mentor Qualifications					
Define characteristics of a quality mentor	✓				
Mentos/candidate matching strategies	✓				
Develop mentor training	✓	✓			
Begin evaluation of mentor effectiveness				✓	
Policy study based on evaluation Findings					✓
Diverse Talent Pipeline					
Develop pipeline strategy with partners	✓				
Faculty training	✓	✓			
Recruit and support diverse candidates	✓	✓	✓	✓	✓
District leader training		✓	✓	✓	✓
Continuous Program Improvement					
Identity measurement tools	✓				
Design and implement continuous improvement process	✓	✓	✓	✓	✓
Report data				✓	✓
State reporting					✓
Aligment with Standards					
Align coursework and field-based supports	✓				
Align mentoring requirements with state evaluation standards	✓				
Professional developement for novice principals		✓	✓	✓	✓
Continuous Supports					
Pilot program grants			✓		
Pilot program study				✓	
Policy and practice recommendations based on study					✓
Quality Assurance					
Define data requirements	✓				
Establish information management system	✓				
Establish biennial State of School Leadership report	✓				
Establish state-level advisory committee	✓				
Partners develop data capacity	✓	✓			
First biennial report			✓		
Third-party external study (every four years)				✓	
Second biennial report					✓

Timeline Model 1: Comprehensive Incremental (all programs)

ACTION STEPS	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5
Partnerships and Training					
Mentor Requirements					
Develop mentor training system	✓	✓			
Train cross-district teams to support all candidae experiences		✓			
Provide differentiated professional development model		✓			
Flexible District Approaches					
Provide district exemplars	✓				
Cross-district mentors		✓			
Regional Partnerships and Hubs					
Define regional boundaries and hubs		✓			
Develop partnerships including community partners	✓	✓			
Teacher Leaders					
Establish task force to study teacher leader endorsement		✓			
Provide succession planning support to meet future needs			✓		
Authentic Field Experiences					
Funding models for full-time residencies				✓	
Benefits for retired leaders to mentor candidates				✓	
Network Support					
Statewide Professional Network					
No-cost IPA membership for program faculty	✓				
On-line professional community	✓	✓	✓	✓	✓
On-line resource library	✓	✓	✓	✓	✓
Cross-sector collaboration		✓	✓	✓	✓
Customized Regional Networking					
Regional communication/support networks		✓	✓	✓	✓
Networking for non-partner districts			✓	✓	✓
Customized opportunities by region			✓	✓	✓
Scale Up Effective Practices Statewide					
Annual leadership preparation conference		✓	✓	✓	✓
Conference proceedings and evaluations			✓	✓	✓
Identity resources to support scaling efforts			✓	✓	✓
Formal Advisory Process (State/Preparation Programs)					
Develop advisory structure and processes	✓				
Codify structure and processes		✓			
Advisory system operation to monitor progress/guide policy		✓	✓	✓	✓

Timeline Model 2: Targeted Demonstration

	# OF PARTNERSHIPS FUNDED, CUMMULATIVE, MAXIMUM $1M ANNUALLY	COMMULATIVE COST TO STATE
YEAR 1	3 - 5	$3M
YEAR 2	6 - 10	$6M
YEAR 3	9 - 15	$9M
YEAR 4	12 - 20	$12M
YEAR 5	15 - 25	$15M

The purpose of this approach is to punctuate the continuous improvement of *all* partnerships in the state with targeted funds for a growing number of *selected* demonstration programs that are seeking to implement and document dramatic program design improvements—in residency structure, clinical faculty hiring for field supervision, continuous improvement data uses, or any of a number of other high-leverage practices. The case is made in the following section that this is a modest, maybe even timid, proposal—but we live in a state that is currently in great financial stress so fiscal prudence is a requirement of any responsible planning at this time.

RESOURCE PLANNING AND RETURN ON INVESTMENT

There is no avoiding the fact that implementing principal preparation programs at a higher level of quality and intensity, often over a greater period of time, will have cost implications. But it can be argued that the costs of *not* improving principal preparation and development are even greater. Prior to the implementation of Illinois Public Act 096-0903, a number of Illinois universities had several hundred candidates each in their school administrator programs—partly because the state certification did not distinguish between school principals and a wide variety of other leadership roles. Another reason for such large enrollments, according to one education college dean's testimony before the Illinois State Board of Education, was that such programs could be offered at a very low cost. University classes generating tuition from thirty or more students could be taught by a single adjunct instructor paid only $3500 for the instruction. It is little wonder that some Illinois universities offered administrative programs to several hundred candidates at once.

There are two lessons to be learned from that history. One is that we get what we pay for. As Belfield and Levin point out, the human and social costs of even one key indicator of school failure, such as high dropout rates, are truly damaging to local and state economies. High dropout rates are costly in social support programs, medical programs, law enforcement, incarceration, and failure to provide skilled workers to a labor market that needs them (Belfield & Levin, 2007). As the early childhood education literature has pointed out for many years, most recently in the work of economist James Heckman, we can pay a little now, or pay a whole lot more later (Heckman, 2013). Sometimes, we pay a price sooner, as the costs of principal and teacher turnover are immediate and substantial, and both are attributable in part to inadequately prepared principals. A conservative estimate published in a national study in 2015 is that districts spend on average $75,000 to replace each principal. Nationally, the annual 25% principal turnover rate makes principal replacement an expensive enterprise (School Leaders Network, 2015). Although the Illinois principal turnover rate is lower than national averages, it is uneven across the state and remains particularly expensive for some districts. And as in the nation as a whole, the highest-need schools in Illinois are those most likely to experience high principal turnover (White & Agarwal, 2011).

> **"As a result of PA 096-0903, preparation programs in Illinois (including university-based programs and non-university based programs such as New Leaders, Chicago) already have in place the basic infrastructure to train these new cadres of transformational leaders for our schools.**

The vicious cycle here is that the highest need districts, who can least afford high principal and teacher turnover, are the most likely to experience them—reinforcing school failure among the students who are most in need of stable school structures and high quality instruction. The economic outcome for those students and their communities continues entrenched cycles of unemployment and poverty. (The IERC report on the state of principals in Illinois points out that we should avoid thinking that "high need" communities and high turnover are a Chicago problem; Chicago's principal retention is actually better than state averages.) (White & Agarwal, 2011)

As a result of PA 096-0903, preparation programs in Illinois (including university-based programs and non-university based programs such as New Leaders, Chicago) already have in place the basic infrastructure to train these new cadres of transformational leaders for our schools. However, with more resources and support, preparation programs throughout the state could go further to embed a continuum of support for principals tied to district partners that build regional capacity for support. Influenced by the medical model to invest heavily in a full-year residency model over a decade ago, candidates in both UIC and New Leaders-Chicago, experience the full-year residency supported by trained principal mentors and full-time leadership coaches who continue to support the candidates once they are hired into their assistant principal or principal positions. The UIC Program calculates costs of the 18-month licensure phase at $120K per candidate, including the $80,000 salary for each candidate paid by Chicago Public Schools.

There are various ways to support school-based principal preparation. The full-year residency model is already in place in several cities throughout the nation—namely via the New Leaders program, or via district/university partnerships in Chicago; Gwinnett County, Georgia; Charlotte-Mecklenburg, NC and Winthrop University; and others. Illinois is at the forefront of exploring such models. For example, to provide release time for candidates who complete the full time internship, the IL-PART project described earlier in this report provides funds to the district to cover the cost of a highly-qualified substitute teacher. The cost of the substitute teacher is substantially lower than funding the salary and benefits of the principal intern using other funding models. The KIPP model for developing charter school principals is one of the more expensive to be documented, with per-candidate estimates of $150K for all costs for the credentialing component (School Leaders Network, 2015). On the whole, the field has only begun to explore funding models that will support intensive field-based principal preparation. A task force for the State of Tennessee has proposed full-year, paid internships for candidates for all principal vacancies in the state, for example.

Given that principal preparation is possibly the most cost-effective known mechanism for improving student outcomes school-wide, the return on investment for improved school leadership development far exceeds the costs to the state. As the Illinois Business Roundtable representative on the Illinois School Leader Legislative Task Force commented during that group's proceedings, implementing a full-year, paid residency for candidates to fill every principal vacancy in the state would be a "rounding error" in the state educational budget. Lest that seem like an exaggeration, consider that Chicago has implemented a full-year, paid residency program for several years with several providers, with the goal of achieving an enrollment level that exceeds the number of anticipated annual vacancies. The entire administration of the program, including full-time paid resident salaries of $87K plus benefits, cost CPS about $10M in AY2015, less than .2% (two-tenths of a percent) of the system's annual $6B budget. Chicago is reaping the rewards of its school leadership investments in improved attendance, test scores, and high school graduation rates, all of which are demonstrated to be improving in better-led schools, and all of which are improving faster than in the state as a whole (**Appendix E**). Certainly a full-year residency model can be done at a much lower per-candidate cost in Illinois at large than is currently being done in Chicago. This is just one example of a high-leverage program feature that represents a funding challenge—and it is the largest funding challenge of all for site-based principal preparation programs.

CONCLUSION

The Illinois School Leadership Advisory Council (ISLAC) was formed to make good on the promise of Illinois PA 096-0903, which created a new PK-12 Principal Endorsement with the express purpose of improving student learning in Illinois. The statute requires providers of principal preparation and credentialing programs to work in authentic partnership with Illinois school districts to produce the quality of principals our state needs if that ambitious goal is to be achieved. In writing this report, the Council was guided by a vision that is itself not controversial, but that requires strategic, systemic support if it is to become reality. Again, we envision that:

Illinois will prepare and support school leaders through effective programs that are:

- Designed to improve a wide range of student learning outcomes in schools through high quality school leadership;
- Highly selective in admissions;
- Committed to strong school-based learning as an essential component to leadership development;
- Designed, implemented, and assessed in partnership with school districts in service of accomplishing all of the above;
- Sustainable through state, regional and local support, including financial support that enables robust field-based supervision and assessment of candidates;
- Networked for continuous improvement and collective impact statewide; and
- Increasingly regarded nationwide as a model for how principal preparation and development can become a more effective lever for improving student learning outcomes in schools.

Consistent with the purposes of PA 096-0903, ISLAC study teams were animated by the recognition that well-prepared principals actually can improve student learning and school performance in Illinois. Moreover, the Council recognized that some schools in the state have improved dramatically in recent years, and that research has increasingly demonstrated the role of school principals in achieving such improvement. In reporting the findings of the ISLAC study teams, this report addresses the two key questions originally intended to guide the Council's focus on bridging state policy and practice:

- What do school leaders do that leads to significant improvements in student learning outcomes?
- How can Illinois provide the **systemic supports** that ensure all new school leaders are learning what they need to improve student academic performance in all Illinois schools?

The Council found that *no one agency or institution has the power to do what is needed to improve PK-12 principal performance in Illinois, or any other state*. Rather, it will take an intentional collaboration among a range of key stakeholders—from the Governor's office to the most rural districts in the state—to make the recommendations in the report matters of fact and not just matters of *hope*. Creating an Office of School Leadership will go a long way toward promoting and formalizing that collaboration. We recognize that these recommendations will not easily be fully realized in one year, or even in five. Yet this report details a cost-effective approach to building new institutional capacity in Illinois that, if enacted, will be clearly evident in less than five years. It provides an exemplary foundation for the continuous improvement of school leadership—and therefore of teaching and learning—in Illinois for generations to come. School leadership is a powerful lever for school improvement that we are just now beginning to learn to use. This report details the systemic supports necessary if all of us are to continue this learning through an authentic statewide community of practice.

ISLAC MEMBERSHIP LIST | *Appendix A*

ILLINOIS SCHOOL LEADERSHIP ADVISORY COUNCIL

ISLAC members listed in the table below contributed to the content of the report and have made a personal endorsement that the recommendations in the report are moving the Illinois School Leadership dialogue in the right direction. ISLAC members endorsed the report as individuals who contributed expertise to the process. The inclusion of their organizational affiliation is meant to demonstrate ISLAC's broad stakeholder engagement, and is not an indication of organizational endorsement.

Dr. Steve Tozer, Co-Chair
Professor
University of Illinois at Chicago

Ms. Heather Anichini
President and CEO
The Chicago Public Education Fund

Lindsay Alvis Cochrane
Senior Program officer
Robert R. McCormick Foundation

Dr. Carmen Ayala
Superintendent
Berwyn North School District 98

Ms. Stephanie Banchero
Senior Program Officer, Education
The Joyce Foundation

Dr. Stephanie Bernoteit
Associate Director
Illinois Board of Higher Education

Ms. Maggie Blinn DiNovi/ Ms. Ana Martinez
Executive Director, Chicago Program
New Leaders

Ms. Jean Buckley
President
Tracy Family Foundation

Dr. James Carlson
Superintendent
Seneca Township High School District 160

Mr. Ben Churchill
Assistant Superintendent
Community Unit School District 300

Mr. Steven Cobb
Superintendent
Quincy School District 172

Dr. Darrell Echols
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Metea Valley High School

Dr. Diane Rutledge, Co-Chair
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North Central College

Mrs. Jennifer Gill
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Dr. Judith Hackett
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Ms. Ava Harston
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Illinois Association of School Administrators

Mr. Jason Leahy
Executive Director
Illinois Principals Association

Honorable Chris Mehochko
Regional Superintendent
Grundy Kendall ROE

Ms. Diane Morrison
Clinical Assistant Professor
Loyola University

Dr. Peggy Mueller
Senior Program Officer
Chicago Community Trust

Dr. Michael Popp
Superitendent
Aurora East District 131

Honorable Robert Pritchard
Illinois State Representative 70th District
Illinois General Assembly

Mr. Matthew Rodriguez
President
Illinois Parent Teacher Association

Honorable Darlene Ruscitti
Regional Superintendent
DuPage ROE

Ms. Heather Schild
Instructional Coordinator
Naperville North High School

Mr. Joe Shoffner
Principal
McClellan Elementary School

Ms. Audrey Soglin
Executive Director
Illinois Education Association

Ms. Robin Steans
Executive Director
Advance Illinois

Ms. Khushi Singh Suri
Student
Proviso Mathematics & Science Academy

Dr. Lenford Sutton
Department Chair
Educational Administration & Foundations
Illinois State University

Ms. Devin Swartley
Program Manager
Chicago Leadership Collaborative

Dr. Vicki VanTuyle
Assistant Professor
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Illinois Council of Professors of Educational Administration

Ms. Liliana Velazquez
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Dr. Steve Webb
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Goreville District 1

Ms. Joyce Weiner
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We wish to acknowledge the following additional individuals who contributed to the content of this report: Jo Anderson, Co-Executive Director, Consortium for Educational Change; James Applegate, Executive Director, Illinois Board of Higher Education; Hannah Auten, Student, Benton Consolidated High School; Kathy Black, Professor, North Central College; Ben Boer, Deputy Director, Advance Illinois; David Boster, Human Resources Director, Quincy Public Schools; Dan Bridges, Superintendent, Naperville 203; Hon. Linda Chapa LaVia, Illinois State Representative—83rd, Illinois General Assembly; Dan Cullen, Deputy Director, Illinois Board of Higher Education; Hon. Miguel Del Valle, Chairman, Illinois P-20 Council; Mavis DeMar, Principal, Aurora East Public Schools; Norm Durflinger, Director, Center for the Study of Education Policy at Illinois State University; Ben Ellefritz, Brown County Schools; Andrea Evans, Dean, College of Education at Governor's State University; Gail Fahey, Director of Leadership Development, DuPage Regional Office of Education; Michaela Fray, IL-PART Partnership Coordinator, Quincy Public Schools; Carol Frericks, Secondary Academic Director, Quincy Public Schools; Brad Hutchison, Coordinator for P-12 Programs, Illinois State University; Chris Koch, Former Superintendent, ISBE; Geralyn Lawler, Clinical Assistant Professor, Loyola University Chicago; Alan Mather, Lindblom Math and Science Academy; Jeff Mays, Director, Illinois Department of Employment Security; Hon. Karen McConnaughay, Illinois State Senator—33rd, Illinois General Assembly; Diane Morrison, Professor, Loyola University Chicago; Kellie Sanders, Director of Professional Development and Training, Oswego Public Schools; Mary Kay Scharf, Principal, Bloomington Public Schools; Christy Serrano, Robert R. McCormick Foundation; Kathy Shavel, Illinois Federation of Teachers; Sheree Speakman, Illinois Pathways Initiative; Sara Slaughter, Program Director, Robert R. McCormick Foundation; Peg Staehlin, Former President, Illinois Parent Teacher Association; Julie Stratman, Elementary Education Director, Quincy Public Schools; Carol Webb, Assistant Professor, Western Illinois University.

The following presenters offered valuable content that informed the work of the Council:

- Dr. Michelle Young, University Council for Professors of Education Administration
- Dr. Shelby Cosner, Associate Professor of Educational Organization and Leadership at the University of Illinois at Chicago
- Dr. Brenda Klostermann, Illinois Education Research Council, and Dr. Amber Stitziel Pareja, The University of Chicago Consortium on School Research

STUDY TEAM MEMBERSHIP LISTS | *Appendix B*

PROGRAM COHESION AND CONTINUOUS IMPROVEMENT

Chair: Maureen Kincaid

Carmen Ayala
Maggie Blinn DiNovi
Judith Hackett
Erika Hunt
Michael Popp
Joe Shoffner
Sara Slaughter
Len Sutton
Staff Support: Lisa Hood

QUALITY ASSURANCE

Chair: Vicki Van Tuyle

Stephanie Bernoteit
Andrea Evans
Jason Helfer
Brad Hutchison
Diane Jackman
Audrey Soglin
Robin Steans
Devin Swartley
Steve Tozer
Brad White
Staff Support: Alicia Haller

NETWORK SUPPORT

Chair: Jason Leahy

Stephanie Banchero
Jessica Handy
Ava Harston
Christopher Mehochko
Peg Mueller
Bob Pritchard
Peg Staehlin
Liliana Velazquez
Staff Support: Lynne Haeffele

PARTNERSHIPS AND TRAINING

Co-Chair: Jennifer Gill
Co-Chair: Darlene Ruscitti

Heather Anichini
Jean Buckley
Jim Carlson
Ben Churchill
Steven Cobb
Darrell Echols
Jan Fitzsimmons
Dean Halverson
Herschel Hannah
Clarice Jackson-Berry
LuAnn Kelly
Scott Kuffel
Diane Rutledge
Steve Webb
Joyce Weiner
Staff Support: Kristine Servais

ISLAC MEETING AGENDAS | *Appendix C*

September 11, 2014
Double Tree Hotel 10
Brickyard Drive
Bloomington, Illinois

Illinois State Board of Education

ILLINOIS SCHOOL LEADERSHIP ADVISORY COUNCIL
AGENDA

10:00 – 10:15AM	Welcome (Chris Koch, Illinois State Board of Education and James Applegate, Illinois Board of Higher Education)
10:15 – 10:45AM	Introductions and Review of the Task Force Charge and Protocol (Steve Tozer, UIC and Diane Rutledge, LUDA) • Council Charge • Background • Committee Structure • Five Study Teams • Timeframe
10:45 – 11:00AM	Logistical Conversation: Presenting a Framework for Five-Year Strategic Plan (Lynne Haeffele, CSEP)
11:00 – 11:15AM	The Context of Our Work: What Does Principal Preparation Look Like in Illinois? (Jason Helfer, ISBE)
11:15 – 11:45AM	Voices From the Field: A Panel of Consumers of the New P-12 Principal Endorsement (facilitated by Kristine Servais, CSEP) • Darlene Ruscitti, Regional Superintendent • Dan Bridges, Superintendent, District 203 • Joe Shoffner, Principal, McClellan Elementary School • Maureen Kincaid, Department Chair, North Central College • Alison Reeves, P-12 Principal Preparation Program Coordinator, SIUE • Heather Schild, Instructional Coordinator, Naperville North High School
11:45AM – 12:15PM	Lunch
12:15 – 1:15PM	The National Context: How Is Principal Preparation Changing Among Universities Nationally? (Michelle Young, University Council for Professors of Education Administration)
1:15 – 2:15PM	Study Team Planning Time (Lynne Haeffele, CSEP) • Introduce the Charge of Each Study Team • Facilitator and Membership List • Develop Plan of Action and Timeline • Identify Resources and Data Needs
2:15 – 2:45PM	Reporting Out by Study Teams (Lynne Haeffele, CSEP)
2:45 – 3:00PM	Key Messages/Next Steps Forward (Diane Rutledge, LUDA and Steve Tozer, UIC) • *What key insights do we take away from today's meeting?* • *What do we need to think about and prepare for next time?* • *What do we need to get done at the next meeting?*

Next Meeting: Thursday, November 6, 2014 at ISU Alumni Center, Normal, IL

November 6, 2014
ISU Alumni Center
Bloomington, Illinois

Illinois State Board of Education

ILLINOIS SCHOOL LEADERSHIP ADVISORY COUNCIL

AGENDA

10:00 – 11:00AM	Welcome and Review of First Meeting Accomplishments and Feedback • What We've Heard, Where We're Going (Steve Tozer, UIC and Diane Rutledge, LUDA)
11:00 – 11:45AM	Panel Discussion: Making the Most of Partnerships (IL-PART federally funded grant project)
Facilitator	Alicia Haller, Project Director, IL-PART project
Panelists	Carol Frericks, Quincy Public School District #172 Carol Webb, Western Illinois University Mary Kay Scharf, Bloomington Public Schools #87 Brad Hutchison, Illinois State University Mavis DeMar, East Aurora School District #131 Kathy Black, North Central College Geralyn Lawler, Center for Catholic School Effectiveness, Loyola University
11:45AM – 12:00PM	Study Team Processes and Products (Lynne Haeffele, CSEP)
12:00 – 1:30PM	Working Lunch with Study Teams What are our team's contributions to the vision of a scalable leadership continuum?
1:30 – 2:00PM	Study Team Preparation for January ISLAC Meeting
2:00 – 2:15PM	Next Steps and Request for Feedback (Diane Rutledge, LUDA and Steve Tozer, UIC)

Next Meeting: Friday, January 30, 2015 at ISU Alumni Center, Normal, IL

January 30, 2015
ISU Alumni Center
Bloomington, Illinois

Illinois State Board of Education

ILLINOIS SCHOOL LEADERSHIP ADVISORY COUNCIL

AGENDA

9:00 – 10:00AM	Pre-Meeting for Council Chairs and Study Team Chairs
10:00 – 10:15AM	Welcome, Agenda Overview, and Review of November 6 Feedback (Steve Tozer, UIC and Diane Rutledge, LUDA)
10:15 – 11:15AM	Presentation: *How Principals Build Organizational Capacity to Improve Student Learning* Dr. Shelby Cosner Associate Professor of Educational Organization and Leadership University of Illinois at Chicago
11:15AM – 12:15PM	Panel Response: *Perspectives on School Leadership & Development* Dr. Diane Rutledge, Executive Director, LUDA Ben Ellefritz, Principal, Brown County Elementary and Middle Schools Alan Mather, Principal, Lindblom Science & Math Academy, CPS Maggie Blinn-DiNovi, Executive Director, New Leaders for New Schools Chicago Dr. Shelby Cosner, Associate Professor, University of Illinois at Chicago Moderator: Dr. Kristine Servais
12:15 – 1:30PM	Working Lunch with Study Teams Continue discussions of team contributions to the vision of a scalable leadership continuum
1:30 – 2:00PM	Current Data, Data Needs and FAQ Discussion Dr. Jason Helfer, ISBE and Dr. Steve Tozer, UIC
2:00 – 2:15PM	Study Team Report Out Teams report on their main areas of focus
2:15 – 2:30PM	Next Steps and Request for Feedback (Diane Rutledge, LUDA and Steve Tozer, UIC

Next Meeting: Friday, March 6, 2015 at ISU Alumni Center, Normal, IL

March 6, 2015
ISU Alumni Center
Bloomington, Illinois

Illinois State Board of Education

ILLINOIS SCHOOL LEADERSHIP ADVISORY COUNCIL

AGENDA

10:00 – 10:15AM	Welcome, Agenda Overview Steve Tozer, UIC and Diane Rutledge, LUDA
10:15AM – 12:15PM	Study Team Meetings Study teams will convene to review progress to date, continue to work on recommendations and plans, and identify outstanding issues to be resolved
12:15 – 1:15PM	Working Lunch Cross-team consultation time
1:15 – 2:15PM	Study Team Report Out Study team chairs will describe draft plans/recommendations and outstanding issues
2:15 – 2:45PM	Study Teams Reconvene After hearing reports, teams will develop timelines and assignments for work to be completed for the April 20 ISLAC meeting
2:45 – 3:00PM	Next Steps and Request for Feedback (Diane Rutledge, LUDA and Steve Tozer, UIC)

Next Meeting: Monday, April 20, 2015 at ISU Alumni Center, Normal, IL

April 20, 2015
ISU Alumni Center
Bloomington, Illinois

Illinois State Board of Education

ILLINOIS SCHOOL LEADERSHIP ADVISORY COUNCIL

AGENDA

10:00 – 10:15AM	Welcome, Agenda Overview and Team Instructions Diane Rutledge, LUDA and Steve Tozer, UIC
10:15AM – 12:00PM	Study Team Meetings Study teams will convene to discuss final report draft and to refine team recommendations and plans, including action steps, timelines and responsible parties
12:00 – 12:45PM	Lunch
1:00 – 2:15PM	Study Team "Carousel" Study team chairs will rotate among teams to present final recommendations and gather input
2:15 – 2:30PM	Next Steps and Request for Feedback (Diane Rutledge, LUDA and Steve Tozer, UIC)

Final Study Team plans due no later than May 8, 2015

Next Meeting: Monday, June 29, 2015 at teleconference centers in Chicago and Springfield (locations TBA)

June 29th, 2015
Ounce of Prevention Fund
2900 Montvale Drive
Springfield, IL

Ounce of Prevention Fund
33 West Monroe Street, Suite 2400
Chicago, IL

Illinois State Board of Education

ILLINOIS SCHOOL LEADERSHIP ADVISORY COUNCIL

AGENDA

10:00 – 10:15AM

Welcome and Agenda Overview
Diane Rutledge, LUDA and Steve Tozer, UIC

10:15 – 11:00AM

Final Report Draft Discussion
Diane Rutledge, LUDA and Steve Tozer, UIC

Participants will offer comments to the Chairs regarding the circulated ISLAC final report draft. Study team chairs in attendance will be asked to comment first and will then ask their other team members for additional comments if any.

Suggested comment categories:

- *What do you consider to be "high priority" recommendations?*
- *What are you most enthusiastic about within this report?*
- *What, if anything, is still needed to include?*
- *In particular, what kinds of data might be most necessary for readers to see?*

11:00 – 12:00PM

Next Steps Discussion
Diane Rutledge, LUDA and Steve Tozer, UIC

Final drafting process, approvals, and circulation
Communications strategies (including upcoming presentation opportunities)
Resources needed

12:00PM

Wrap Up and Optional Lunch

REDESIGNING PRINCIPAL PREPARATION AND DEVELOPMENT FOR THE NEXT GENERATION: LESSONS FROM ILLINOIS | *Appendix D*

Redesigning Principal Preparation and Development for the Next Generation: Lessons From Illinois

By:

Debra Baron and Alicia Haller
Center for the Study of Education Policy
Illinois State University

2014. This publication was supported in part by grants from The Wallace Foundation, McCormick Foundation, and the U.S. Department of Education School Leadership Program. Further, this report would not have been possible without the sustained contributions of individuals and organizations involved in the statewide collaborative effort to improve leadership preparation and development in Illinois.

EXECUTIVE SUMMARY

Since 2000, Illinois has pursued an ambitious goal to strengthen principal preparation. This is a vital goal, as research has demonstrated that an effective principal is the key factor in improving schools and increasing student achievement. Through the work of numerous statewide committees and consortia, with funding support from several foundations, and with leadership at the state, regional, and institutional levels, this goal is coming to fruition in Illinois.

The multiple recommendations that emerged from collaborative efforts over time prompted the passage in 2010 of Illinois Public Act 96-0903. The statute represents a substantial overhaul of leadership preparation requirements in Illinois and includes the following key elements:

- A targeted principal endorsement, instead of a general administrative certificate;
- Formal partnerships between principal preparation programs and school districts in the design, delivery, and continuous improvement process;
- Selective admissions criteria for candidates in principal endorsement programs;
- A P-12 licensure (adding Prekindergarten to the leadership training);
- A performance-based internship with competency-based assessments; and a
- Collaborative support structure for candidates during their internship provided by both faculty supervisors and mentor principals.

This paper provides substantial detail regarding the processes and mechanisms employed, the organizations involved in various collaborative efforts, and the recommendations that led to such transformative changes. Over the past several years, preparation programs have been engaged in redesign efforts based on the new licensure requirements. Currently, many are offering robust and innovative programs that provide a broad range of authentic leadership experiences for principal candidates. Illinois has been recognized nationally for the policy reforms that have led to these improvements.

While still in the early phase of implementation, most recognize there is more work to be done. To that end, the newly convened Illinois School Leadership Advisory Council (ISLAC) will work to formulate a 5-year strategic plan, addressing outstanding implementation issues. The Council will work through five "study teams" to make recommendations regarding:

- Network supports and resources,
- Program cohesion and continuous improvement,
- Quality assurance,
- Regional and district partnerships, and
- Training and support for mentors and supervisors.

Once again, policy-makers, researchers, and practitioners from multiple stakeholder organizations will collaborate, as they have done so often and so well in the past, to continue the process of improving the capacity of principals to effectively lead schools.

Redesigning Principal Preparation and Development for the Next Generation: Lessons From Illinois

I. Introduction

Illinois has been working at the forefront of innovation and improvement in principal quality for quite some time. Recognized for bold policy initiatives involving principal preparation and development, Illinois has recently received national awards and recognitions. For example, Illinois was selected by the Education Commission of the States as the recipient of the *2014 Frank Newman Award for State Innovation*[1]. Nominated by the National Conference of State Legislators (NCSL), the submission included a joint letter of support from two teachers unions in Illinois, noting that "both the Illinois Education Association (IEA) and Illinois Federation of Teachers (IFT) were involved and instrumental in each step of the work because we know that the success of our teachers depends greatly on the quality of the school principals that supervise and support them." The award emphasized the collaborative efforts of the Illinois State Board of Education (ISBE), Illinois Board of Higher Education (IBHE), and the Center for the Study of Education Policy at Illinois State University (CSEP) to engage a broad group of stakeholders in the development of rigorous program requirements for principal preparation. These efforts led to the creation of a new licensure structure including a P-12 Principal Endorsement and the requirement that all preparation programs throughout the state apply for program approval under the new requirements.

Others at the national level have also highlighted the bold policy work in Illinois. The National Conference of State Legislators (NCSL) released a policy brief in 2013, *Preparing a Pipeline of Effective Principals: A Legislative Approach*[2], that features Illinois' work in transforming school leadership preparation and support. In 2012, a webinar hosted by the National Governors Association, NCSL, and the Council of Chief State School Officers (CCSSO)[3] focused on using policy to improve principal preparation that also featured Illinois' work. Furthermore, Illinois policies were highlighted in a recent publication, *What Do We Know about Principal Preparation, Licensure Requirements, and Professional Development for School Leaders?*[4] issued by the Center for Enhancing Early Learning Outcomes, which identifies Illinois as the only state that has included early childhood content specifically in their licensure and accreditation processes. In 2013, the National Governors Association (NGA) published a report, *Leading for Early Success: Building School Principals' Capacity to Lead High-Quality Early Education*[5], which also underscores the comprehensive approach of the P-12 principal endorsement and describes how governors can build effective school leadership to promote high-quality P-3rd education.

Innovative state *policy* is not the only aspect of these efforts capturing national attention. Effective *programs* meeting and exceeding the new requirements are also gaining accolades. For example, recently the Urban Education Leadership program at the University of Illinois – Chicago (UIC) was selected as the recipient of the inaugural Exemplary Educational Leadership Preparation Program Award from the University Council for Education Administration (UCEA). In 2012, UIC's program was honored with the Schwartz Urban Education Impact Award from

the Council of the Great City Colleges of Education for developing an outstanding partnership between a university and an urban school district that has had a positive and significant impact on student learning. Additionally, a report by Education Development Center (EDC)[6] recognizes the strong partnership work between Illinois State University and Springfield School District to prepare a pipeline of principals.

Innovative programs can be found throughout the state, and are due in large part to Illinois Public Act 96-0903, which was enacted in 2010. The statute represents a substantial overhaul of leadership preparation requirements in Illinois and includes the following key elements:

1. A narrowing of focus from the old General Administrative Certificate that was used to prepare a wide variety of administrative positions to a targeted **Principal Endorsement** designed specifically to prepare principals capable of addressing the challenges faced by today's schools;
2. Requiring program faculty to **work in partnership** with school district officials in the design, delivery, and continuous improvement of principal preparation programs;
3. **Selective admissions criteria** requiring aspiring candidates to submit evidence of increasing student growth, demonstrate previous leadership experiences, and possess exemplary inter-personal skills as evidenced in the required in-person interviews;
4. **P-12 licensure structure** that requires coursework and internship experiences be aligned to local and national performance standards and provides development across the P-12 continuum;
5. **Performance-based internship** designed to provide the candidates with authentic leadership experiences intended to increase their proficiency in areas shown to improve student learning;
6. **Competency-based assessment** system aligned to both the Interstate School Leadership Licensure Consortium (ISLLC) Standards and the Southern Regional Education Board (SREB) 13 critical success factors; and
7. **Collaborative oversight** of candidates by a faculty supervisor and a mentor principal, and requiring both supervisors to have experience and proven records of success as school principals.

These key elements represent a paradigm shift for preparation programs, moving them from a focus on "candidate as consumer" to "district as consumer." These changes require programs to move beyond the focus on a single program outcome – graduates securing administrative positions – to the actual impact the principal candidate ultimately has on school improvement and student outcomes. Illinois has made significant strides and has much to be proud of in passing legislation aimed at achieving this paradigm shift. However, a great deal of work remains as we progress through the initial implementation and improvement phase.

While the recent spotlight on the significant changes made to principal preparation in Illinois may lead one to believe that these accomplishments occurred overnight, the reality is that practitioners and policymakers throughout Illinois have been engaged in these efforts for the better part of 15 years. One stakeholder interviewed cautioned those involved about celebrating too early in the process, as it is too soon to tell how implementation is going and what impact it

will have. His comment drives home an important lesson that has been learned in this process: the policy implementation phase requires every bit as much effort and attention as the policy formation phase received.

In order to capitalize on the work that has previously been accomplished during the policy formation phase and support these newly resigned programs, ISBE and IBHE have convened a new group for the purpose of exploring opportunities and challenges identified during the implementation phase. The newly formed Illinois School Leadership Advisory Council (ISLAC) is funded by The Wallace Foundation and the McCormick Foundation and will be staffed by representatives from CSEP at Illinois State University. ISLAC will serve as a strategic planning group charged with strengthening school leadership through a variety of supports. The final outcome of ISLAC efforts will be the development of a statewide, five-year action plan designed to support school leader preparation and development efforts and to document the impact of the principal preparation program redesign efforts on school and leader performance.[7]

This paper is intended to summarize the foundation from which ISLAC is moving forward, by reflecting on the history and context in which changes in principal preparation practices have taken place over the past nearly 15 years. The paper has been developed by reviewing minutes, reports, and other artifacts from various collaborations dating back to the beginning of the reform effort in 2000. In addition, this summary incorporates reflections from 20 key people who have been instrumental to the effort. The paper describes the history and timeline of the work, including the various committees and stakeholder groups and their accomplishments, as well as an account of the legislative and rules process. The paper also brings in the voices of the stakeholders and their reflections on the levers of change that made this work successful. Finally, the paper ends by introducing the initial work to be done by ISLAC and its charge to develop an action plan to continue to strengthen and support leadership development in Illinois.

II. Reform Efforts In School Leader Preparation and Development 2000-2014

In 2000, The Wallace Foundation recognized the need to better train and support principals as an important but marginalized issue and decided to commit sizable resources to move this issue up on the national education reform agenda. Wallace awarded a statewide grant to CSEP at Illinois State University, which launched the State Action for Education Leadership Project (SAELP). Because astute leaders in Illinois acted quickly, Illinois became one of the original 15 SAELP states. In 2001, Springfield Public School District #186 was selected as one of the first ten school districts to be awarded one of The Wallace Foundation Leadership for Educational Achievement in Districts (LEAD) grant. These Wallace-funded initiatives focused on the establishment of strong partnerships among school districts, state education agencies, and universities. They were specifically aimed at improving school leadership preparation and development.

In 2001, the **Illinois Consortium for Education Leadership** was convened by CSEP, to serve as the first IL-SAELP advisory body (see Appendix A). The 35-member group represented state agencies, statewide administrator and teacher organizations, business leaders, and administrators of demonstration school districts. To provide a baseline of data from which to

operate, over the course of three years IL-SAELP staff conducted research regarding the condition of school leadership preparation and development in Illinois. The data collection and analysis efforts included conducting surveys and interviews of superintendents, principals, and principal preparation program faculty members, and explored existing data reported to the state by programs and schools. Education policy options being employed or developed across the country were explored to learn more about how to strengthen leadership for learning by local school boards, superintendents, principals, and teacher leaders. In its culminating report, issued in March 2004, *Leadership for Learning: Strengthening Policies on Education Leadership on Behalf of Illinois Schools*,[7] the Consortium outlined an action plan that contained seven broad policy recommendations, along with nearly three-dozen program recommendations to strengthen instructional leadership for learning. With regard to principal preparation, the report states:

> The Illinois statute clearly defines the role of principal as an instructional leader. Illinois' general administrative preparation programs must strengthen the adequacy of their programs to assure both school management competency and instructional leadership for learning. The Illinois Consortium for Education Leadership recommends the following:
>
> 1) The State Board of Education, in cooperation with the Illinois Principals Association and the Illinois Council of Professors of Educational Administration, should convene a task force with representatives from practicing principals and other groups to develop a standards-based ***core curriculum*** that focuses on leadership for learning in schools for the preparation of beginning principals in Illinois. The core curriculum should reflect at least the criteria specified in the report.
> 2) Simultaneously, the State Board of Education, in cooperation with the Illinois Principals Association, the Illinois Council of Professors of Educational Administration, and other groups should convene a task force to design a ***culminating internship*** of supervised practical experiences for principal candidates that meets at least the criteria specified in the report.
> 3) At the conclusion of the first two recommendations, the State Board of Education, in cooperation with the Illinois Board of Higher Education, and the State Teacher Certification Board, should seek to ***amend the Illinois School Code*** (Section 21-7.1, on Administrative Certificate) to reflect the above recommendations for a core curriculum for beginning principals and the culminating principal internship and revise the state regulations for program approval accordingly.
> 4) The State Board of Education, in cooperation with the Illinois Board of Higher Education, should ***establish a state system of support for full-time internship*** experiences for future principals. Initial steps toward this end should include those specified in the report.
> 5) The Illinois State Board of Education, in cooperation with other groups, should ***identify and disseminate models*** for delivery of principal preparation programs that meet at least the criteria specified in the report.

In 2004, the **IL-SAELP Executive Committee** was convened by CSEP as part of The Wallace Foundation grant to serve as its advisory board to the statewide grant. The 14-member group was initially chaired by Dr. Stanley O. Ikenberry, President Emeritus of the University of Illinois and the American Council on Education (ACE). Norm Durflinger, CSEP Director,

succeeded Ikenberry. The Executive Committee included membership from the Governor's Office, legislators from each of the four caucuses, the State Superintendent, Executive Director of the Board of Higher Education, state teachers' unions, state principals' association, Chicago Public Schools, the business roundtable, and the Large Unit District Association (see Appendix B). The Executive Committee met annually through 2011 to provide input on moving the action plans forward. They were also briefed about upcoming IL-SAELP activities and were kept informed about all of the Wallace-funded initiatives taking place in Illinois.

In November 2004, to expand membership to a larger reach of stakeholders across the state, the Illinois Consortium for Education Leadership became the **IL-SAELP Consortium**, which was made up of over 120 members representing 15 state and national K-12 and higher education organizations, 12 Illinois school districts (including Chicago Public Schools and rural districts), and 13 public and private universities located around the state (see Appendix C). Throughout the project, open invitations were made for individuals to join the Consortium, as it sought to serve as an inclusive body where information could be shared and diverse perspectives and ideas could be expressed. From its inception in late 2004, participants were divided into working groups to discuss implementation of the recommendations in the IL-SAELP report completed earlier that year. The initial IL-SAELP Consortium working committees were: 1) School Code; 2) Legislative; 3) Leadership Routes for National Board Certified Teachers; 4) Administrative Preparation; 5) Administrative Professional Development; 6) School Leadership Networks; and 7) Assessment. While the Consortium as a whole would sometimes meet monthly and at other times less frequently, much of the IL-SAELP work was accomplished through its committees. Full consortium meetings were used to share information about the work of the committees to keep everyone in this emerging network informed. Additionally, meetings generally featured guest speakers involved in Wallace-funded projects from around the country (such as Kathy O'Neil from SREB, and Lois Adams Rodgers from Council of Chief State School Officers). Also as part of this work, Chicago Public Schools and Springfield School District served as demonstration districts for the IL-SAELP work, while organizations such as the Large Unit District Association (LUDA) and Consortium for Education Change (CEC) worked with their member districts to further IL-SAELP's strategies, including piloting a new principal coaching model and the School Administrative Manager (SAM) initiative.

At the beginning of the IL-SAELP Consortium's work, in March 2005, Dr. Art Levine, former President of Teachers College at Columbia University, released a report —the first in a series of policy papers on the education of educators—that scrutinized university-based principal preparation programs based on a four-year study of leadership programs at schools of education across the country[8]. The project was funded by the Annenberg Foundation, Ford Foundation, Ewing Marion Kaufmann Foundation, and The Wallace Foundation. The report included nine criteria for judging principal preparation programs (see Table 1).

Table 1: ***Nine Criteria for Judging Principal Preparation Programs (Levine 2005)***

1. Purpose	The program's purpose is explicit, focusing on the education of practicing school leaders; goals reflect the needs of today's leaders, schools, and children; and the definition of success is tied to student learning in the schools administered by the program graduates.
2. Curricular Coherence	The curriculum mirrors program purposes and goals. The curriculum is rigorous, coherent, and organized to teach the skills and knowledge needed by leaders at specific types of schools and at the various stages of their careers.
3. Curricular Balance	The curriculum integrates the theory and practice of administration, balancing study in university classrooms and work in schools with successful practitioners.
4. Faculty Composition	The faculty includes academics and practitioners who are expert in school leadership, up to date in their field, intellectually productive, and firmly rooted in both the academy and the schools. Taken as a whole, the faculty's size and fields of expertise are aligned with the curriculum and student enrollment.
5. Admissions	Admissions criteria are designed to recruit students with the capacity and motivation to become successful school leaders.
6. Degrees	Graduation standards are high and the degrees awarded are appropriate to the profession.
7. Research	Research carried out in the program is of high quality, driven by practice, and useful to practitioners and/or policy makers.
8. Finances	Resources are adequate to support the program.
9. Assessment	The program engages in continuing self-assessment and improvement of its performance.

The study by Levine (2005) found that the majority of principal preparation programs suffer from curricular disarray, low admissions and graduation standards, weak faculty, inadequate clinical instruction, inappropriate degrees, and poor research. In fact, Levine described the work of education leadership programs as "a race to the bottom," that existed as "a competition among school leadership programs to produce more degrees faster, easier, and more cheaply" (p. 24). Of the over 500 schools and departments of education offering degree-granting graduate programs for school administrators at the time of the study, Levine reported that he could locate only a small number of strong programs in the United States, although none were considered exemplary. The most promising model found in the study was the National College for School Leadership (NCSL) in England.

The release of the Levine report depicting the dismal condition of principal preparation across the country increased the sense of urgency with the IL-SAELP work. In response to that report, in August 2005, the Illinois Board of Higher Education awarded CSEP a Higher Education Cooperation Act (HECA) state grant to convene the **Commission on School Leader Preparation in Illinois Colleges and Universities.** This marked a critical shift in the efforts to improve leadership preparation in Illinois, as it was the first time a group of stakeholders was convened by a state agency, and not just as a requirement of a grant. Referred to as "the Commission," its culminating report has been described as the Illinois Levine Study. The Commission was co-chaired by Dianne Ashby (ISU) and Dea Meyer (Civic Committee of the Commercial Club of Chicago and IBHE board member). The 26-member Commission was

comprised of representatives from numerous education stakeholder groups (see Appendix D). It undertook a comprehensive analysis of the state of affairs in Illinois educational administration programs at both public and private institutions. The Commission met three times in 2005 as a working study group, bringing in national experts—Arthur Levine, Betty Hale, and Michelle Young—to provide a national perspective on the state of educational leadership programs. Commission members then considered national findings in relation to data collected on programs in Illinois. Hearings were held in Chicago and Springfield where various stakeholders presented testimonies about the state of leadership preparation programs in Illinois, the challenges faced by current programs, and suggested recommendations for improvement. In addition to testimony, the Commission was presented with findings from accreditation reviews conducted by the National Council for Accreditation of Teacher Education (NCATE)[9]. The NCATE findings included the identification of strengths and weaknesses gleaned from an exploration of data at both the national and local levels. The Commission discussed all of the information available to them and submitted its final report, *School Leader Preparation: A Blueprint for Change*[10], to IBHE in August 2006. The Commission report included the following goals and recommendations (see Table 2):

Table 2: ***School Leader Preparation: A Blueprint for Change - Recommendations***

Goal One: Recruit Strategically	Recommendation One: Restructure Admission Criteria and Recruit High Quality Principals
Goal Two: Focus Preparation Programs	Recommendation Two: Improve Programs Using Rigorous Assessment Data Recommendation Three: Create Meaningful Clinical and Internship Experiences
Goal Three: Improve Statewide Assessment and Coordination	Recommendation Four: Establish a Rigorous Certification Exam Recommendation Five: Revise the Certification and Endorsement Structure Recommendation Six: Coordinate a Rigorous Program Review and Approval Process

Funded and commissioned by IBHE, ownership and support for the Commission was mainly centered at IBHE. However, the former ISBE State Superintendent served on the Commission and staffing support was provided by IBHE and CSEP. As a result, the Commission report mainly focused on conceptual recommendations without an action plan for how the state could develop comprehensive policy changes to bring the recommendations to fruition. While IBHE's role in convening the group was a substantial shift in terms of increasing the political will for change, the Commission lacked the full engagement of the regulatory structures found within the ISBE. Oversight of the state's licensure structures and exams, outlined in the Illinois School Code, fell within ISBE's purview. Without changes to the School Code, the Commission's report would be viewed as optional recommendations. While the Commission's recommendations were supported by research, broader stakeholder engagement and the inclusion of a much needed policy lever was required to ensure the adoption of these recommendations in the form of state regulations.

Upon taking his position as Illinois State Superintendent in December 2006, Dr. Christopher Koch suggested to the IBHE Executive Director, Judy Erwin, that collective efforts to improve school leader preparation would greatly benefit from a legislatively commissioned Task Force charged specifically with developing strategies for the implementation of the Commission recommendations. Both IBHE and ISBE leaders were instrumental in moving this work forward. Bringing the combined voice of the two regulatory agencies together to work on this issue made the topic of leadership preparation a real priority in the state. As a result, the **Illinois School Leader Task Force** was convened in 2007, after the Illinois General Assembly passed unanimous resolutions supporting its creation. HJR66 and SJR56 established that ISBE, IBHE, and the Office of the Governor would jointly appoint a task force charged with developing an action plan to improve school leader preparation in the State of Illinois. Chaired by Steve Tozer, a professor at UIC, the Illinois School Leader Task Force was comprised of 28 members, representing public and private universities, public school districts, teachers unions, professional associations, both chambers of the state legislature, ISBE, and IBHE (see Appendix E). Operation of the Task Force (fiscal oversight, administration of meetings, management of workflow, etc.) was supported by staff from CSEP, along with staff from IBHE and ISBE. The design of the task force as a co-commissioned effort by both education agencies set the course for the future success of this work.

Agenda setting for the IL School Leader Task Force was the responsibility of the Chair, with input from the members. The Task Force began with a tension between two matters of fact: first, strong principals can have a significant impact on student learning, and second, that the learning outcomes of Illinois schools, taken as a whole, were unsatisfactory. Therefore, the question around which the Task Force organized its work was how to prepare principals who could be expected to improve student learning in Illinois. The Task Force met, in person, six times between 2007 and 2008. Members reviewed existing and emerging research and data on principal preparation practices and outcomes. Despite the variety of perspectives and roles represented, the Task Force arrived at a consensus and developed three overarching recommendations involving 1) state policy, 2) university/district partnerships, and 3) principal preparation and assessment. Specifically:

1) Enact **rigorous standards for certification** that provide a comprehensive approach to leadership development by aligning formal preparation programs with early career mentoring, ongoing professional development, and master principal designation in line with the new standards, so that by 2013 all new principal preparation would be taking place through programs approved under new standards.
2) Require **universities to formally engage school district**(s) in the design, delivery, and assessment of principal preparation programs.
3) Design **an approval and oversight system** to ensure programs demonstrate that they develop and rigorously assess the aspiring principals' competencies that are most likely to improve student learning in PK-12 schools.

The *Illinois School Leader Task Force Report to the Illinois General Assembly*[11] detailed the proposed systemic changes that aligned to the overarching recommendations. In response, the General Assembly directed ISBE and IBHE to work collaboratively with Task Force members and other stakeholders in the development of new requirements for an improved

standards-based program approval process and oversight/reporting procedure for all principal preparation programs in the State of Illinois.

At the same time that the School Leader Taskforce work was being completed, CSEP was approached by the McCormick Foundation about an area they were interested in pursuing. Repeatedly in their work with schools, program officers from the McCormick Foundation had found that school leaders – primarily principals – were providing real barriers to state efforts to better align early learning and K-12 schools. According to the Director of Education Programs at the McCormick Foundation:

> We [McCormick Foundation] came to this issue because research tells us that leadership is important to school climate and outcomes and research also tells us that early childhood experiences are important to good outcomes. Illinois is a state that is rich with expertise on both of these issues but we have never integrated them. At the same time, we also knew that although the number of schools with early childhood classrooms was increasing, there were few principals with early childhood teaching degrees or experiences. We also know that we have an increasing number of ELLs [English Language Learners] and too few teachers and leaders with training to provide a quality education to those students. We searched until we found partners who had interest and experience in these issues: leadership and early childhood. We turned to UIC and ISU.

As such, the McCormick Foundation was interested in convening a statewide committee to explore the role of leadership in aligning early learning and K-12 systems and approached CSEP based on their work with school leadership. In 2008, the Leadership to Integrate the Learning Continuum (LINC) Advisory Group was convened by CSEP and funded by the McCormick Foundation. It was charged with making recommendations for bridging the state's system of early learning with the K-12 system through improved school leadership. The 50-member LINC Advisory Group included members of the Illinois General Assembly, representatives from ISBE, IBHE, Illinois Department of Human Services, Illinois Department of Children and Family Services, Illinois Community College Board, the teachers unions, early care and education organizations, and K-12 school administrator organizations (see Appendix F). The LINC Advisory Group released a report in March 2008, *Building a Seamless Learning Continuum: The Role of Leadership in Bridging the Gaps Between Early Childhood and K-12 Education Systems*[12]. This report is a culmination of research and discussion examining how education leaders can better bridge identified gaps in the coordination between early care and education and K-12 schools to create a seamless learning continuum. Included in the report recommendations was that "the Illinois State Board of Education should broaden its principal endorsement to PreK-12," a recommendation later followed by ISBE and IBHE in the new P-12 endorsement and its requirements.

Following the recommendations of the Illinois School Leader Task Force, **Illinois School Leader Redesign Teams** were established by ISBE and IBHE in 2008 to develop action plans (see Appendix G). The work was divided among five committees: 1) School Leadership Standards; 2) Leadership Certification and Endorsements; 3) School/University Partnerships and Selection Criteria; 4) Residencies and Internships; and 5) Assessments of Candidates and Graduates. Each team included a member of the IL School Leader Task Force, and representation from both higher education and public school districts. Membership totaled 50

representatives of public and private institutions of higher education, the Illinois Principals Association (IPA), Illinois Federation of Teachers (IFT), Illinois Association of School Boards (IASB), Illinois Council of Professors of Education Administration (ICPEA), Illinois Association of School Administrators (IASA), Regional Offices of Education (ROE), Illinois Education Association (IEA), Illinois Federation of Teachers (IFT), the Illinois Education Research Council (IERC), and ISBE and IBHE staff members (see www.illinoisschoolleader.org for more information).

Noting the benefits of networking and sharing with colleagues, individuals were drawn to serve on one of the numerous committees, "because of the strong networks that were formed with other faculty in Educational Leadership Programs in the state. We continue to meet to share/discuss program and internship issues, experiences, materials, and encouragement," reported one private institution faculty member interviewed for this paper. Participation has even had a positive impact within institutions. "I am particularly happy that the implementation of the new principal program has led to a more collaborative, problem-solving relationship among the program faculty," recounted a public institution faculty member interviewed. Several participants interviewed for this report made similar statements about the positive relationships they formed with new colleagues.

Four committee meetings were held in various locations around the state in an effort to encourage participation from all geographic regions. In addition, the Redesign Committees all met on the same day in the same location so that different committees could share the direction they were taking as they were building the model. This was an essential design structure for the workflow. For example, the certification or internship committees could not move forward with their work without knowing what the standards committee was working on and the assessment committee needed to know what the internship committee was working on in order to know what it was they needed to assess, and so on. Stakeholders representing the fields of early childhood, special education, and English Language Learners were also invited to later sessions to react and provide recommendations to the work being created. A web site was created to share research and policy initiatives and to house all materials from these meetings (see www.illinoisschoolleader.org). In addition to the efforts of each of the groups identified above, five statewide conferences were held with principal preparation faculty and key stakeholders across the state to share progress being made and to gather feedback on the draft principal preparation model. A summary of these activities is found in the "Illinois Principal Preparation Redesign Timeline 2001-2014" (see Appendix J).

The conclusion of the redesign team meetings resulted in a draft of recommendations for redefining principal preparation. In an effort to further vet these recommendations to a larger audience of stakeholders, ISBE and IBHE co-hosted eight dissemination meetings around the state between 2009 and 2010. This represented a clear effort by the agencies to provide timely information to all school districts and universities in the state regarding the proposed timeline and policy changes involving principal preparation programs. The meetings also provided the agencies an opportunity to gain input from those in the field regarding how the proposed changes might impact other administrative positions and licenses. The proposed phasing out of the general administrative certificate was an area that was discussed at great length at these meetings. Over 800 constituents participated in one or more of these meetings that provided

information about the proposed changes and gave participants the opportunity to provide feedback to ISBE and IBHE. Presentations were also made at the following conferences and meetings: IASA conference, IASB Joint Annual Conference, the IL-SAELP Executive Committee meeting, and the Teacher Certification Board meeting. In October, a legislative briefing was also held at the Capitol to help policy makers understand the intent of the proposed legislation. During these presentations, opportunities for feedback on the proposed changes were encouraged, which resulted in modifications to the recommendations made by the redesign teams.

Passage of Public Act 096-0903

On May 25, 2010, close to the end of legislative session, the recommendations of ISBE and IBHE principal preparation redesign teams were ready to be proposed in legislation. Prior to the introduction of the bill, much work occurred behind the scenes to build support for the legislation, which included conference calls with all of the key stakeholder groups, including higher education and K-12 professional organizations. During one of these calls, a representative from the Chicago Public Schools (CPS) expressed concern that they would not support the legislation unless a provision was added to allow not-for-profit organizations to prepare principals. According to committee minutes this topic was discussed during Task Force and redesign meetings but was not included as part of the final recommendations. During previous discussions, some stakeholders had expressed concern about allowing alternative routes to certification. The consensus was that an expedited route to a Principal Endorsement would undermine the importance of the framework that had been agreed upon which was designed to ensure candidates would be able to demonstrate leadership competencies to improve schools. Lengthy discussions ensued until consensus was found with CPS on this issue. In order to arrive at an agreement, an important distinction was made between alternative programs (non-traditional programs that provide expedited routes to certification) which would not be allowed and alternative providers (programs provided by not-for-profit organizations that must meet the same rigorous standards and criteria for program approval as university programs) which were deemed allowable in the final draft of the bill.

With all the legwork done ahead of time to cultivate champions, clear up misunderstandings, and make adjustments based on identified unintended consequences, SB 226 was introduced by State Representative Mike Smith, one of the legislative representatives on the IL-SAELP Executive Committee. The bill passed through both the House Elementary and Secondary Education Committee (13-4-00) and the Illinois House of Representatives (98-11-01) on May 26, 2010. The bill then went to the Senate, whose sponsor was State Senator Deana Demuzio, another legislative representative on the IL-SAELP Executive Committee, where it passed through the Senate Education Committee (11-0-0) and through the Senate (55-0-0) on May 27, 2010. The legislation was signed into law by Governor Pat Quinn as Public Act 096-0903 on June 1, 2010.

Development and Passage of Rules Associated with Public Act 096-0903

With the passage of the law, rules were written to reflect the intent of the Illinois School Leader Task Force, the redesign teams, and all of the feedback that had been gathered by ISBE

and IBHE during the legislative process. Development of the rules and regulations proved to be more challenging than anticipated. Shortly after the legislation was signed, ISBE staff got started on drafting the rules and regulations that would institutionalize the statute into the Illinois School Code. A conceptual draft of the rules was put together and shared with a representative group of stakeholders from higher education, professional organizations, school districts, and teacher unions at a meeting convened by ISBE on July 21, 2010. The purpose of the meeting was to hash out some sticking points that were still present with the recommendations, most prominently the required internship. To assist with these efforts, ISBE had brought in a consultant, Dr. Joe Murphy, a respected school leadership faculty member from Vanderbilt University who had led the Interstate State Leaders Licensure Consortium's development of national standards for school leadership, to facilitate the conversation. Various stakeholders offered opinions, some supporting a state mandated minimum number of hours for the internship, while others advocated for a competency-based internship model designed to provide candidates with specific authentic leadership experiences that could be evaluated through performance-based assessments. The Internship Redesign Committee had developed a competency-based performance assessment rubric, but it only included three broad competency areas and many felt that it was not comprehensive enough to be applied with fidelity. ISBE staff believed the competency-based internship model (instead of the current hour-based requirements) would provide a better structure to support candidate development; however, they were unsure whether or not there was enough time to fully articulate all the competencies that should be included in the rules. No consensus was reached at this meeting. Instead, only suggestions and recommendations were made. After the meeting, ISBE determined that rather than recommending a number of hours for the internship it was more important to define the knowledge and skills that candidates needed to learn and demonstrate competency through authentic internship experiences. Thus, ISBE required internships that incorporated the 13 SREB Competencies and Critical Success Factors. This requirement moved the internship into a performance-based direction rather than completion of hours.

Honing the commitment of stakeholders instrumental in the school leadership recommendations and passage of the legislation, Advance Illinois, a statewide advocacy group, convened a Principal Preparation Steering Committee designed to follow the fidelity of SB 226 as it moved through the rulemaking process (see Appendix H for the membership list). Members of the Principal Preparation Steering Committee also made numerous trips to Springfield to talk with legislators on the Joint Committee on Administrative Rules (JCAR) about the importance of this work and the need to raise the rigor of principal training. This included the chair of the School Leader Task Force, Illinois State University's Dean of Education, Loyola University's Dean of Education, LUDA Executive Director, and Southern Illinois University at Carbondale's department chair. A presentation was also given to the State Educator Preparation and Licensure Board (SEPLB) to educate them on the proposed changes in principal preparation and the reason behind it. SEPLB (formerly the State Teacher Certification Board) was established by statute to serve as an independent board for reviewing new and existing educator certification programs and making recommendations to ISBE. ISBE then approves or renews the certification of programs based on the recommendation of SEPLB. As an independent body to ISBE and as the body that would be responsible for reviewing and approving the new principal preparation programs, it was important for members of SEPLB to be well informed and supportive of the new changes.

The rules for SB 226 were released by ISBE during the first week of October 2010 and the public comment period occurred for the following 60 days. A summary and analysis of statements received during the public comment period was presented at the December 15, 2010, ISBE board meeting. ISBE staff recognized that 140 public comments had been received on the rules – 46% from Illinois colleges offering principal preparation, 21% from current or retired public school district administrators and teachers, 13.6% from Illinois education associations and groups representing students, 7% from Illinois non-public schools, and the remaining comments were from other Illinois state agencies, other states, nationally-based education programs, and writers giving no affiliation. According to the board report:

> Several commenters praised the shift in emphasis inherent in these proposed rules to preparing principals to be leaders held responsible for student achievement and possessing a deep knowledge of instruction. Similarly, writers expressed hopes that a redesigned program for principals would lead to increased academic success for each child in school, thereby working to eliminate achievement gaps. Commenters commended the rules' emphasis on partnerships, the broadening of endorsements to cover prekindergarten through grade 12, and the requirement for candidates to incorporate work with teachers of English language learners (ELLs) and students with disabilities.
>
> Many writers described the proposed rules as being overly prescriptive, as micromanaging on the part of the State Board, as mandating expenditures at the university and school levers, and showing programmatic biases against candidates in some parts of the state. These commenters believed that the rules will negatively affect the right of educators to job advancement, to future employability, and to personal and professional growth. One writer stated that the rules would shrink the pool of applicants for the principalship to such an extent that small districts will have little or no chance to hire one, and he predicted school district consolidation and skyrocketing of principal salaries as consequences if the rules are enacted. A few writers stated what seems implied in several other comments – that 'genuine collaboration' from universities and school districts was lacking in the drafting of these rules. (ISBE, 2010)

This description from the public comment analysis detailed above illustrates a divide that currently still exists within the field regarding the sweeping changes to principal preparation in Illinois. Based on the public comments, ISBE staff did make some changes to the rules that were approved by its governing body. However, some feel that the recommended changes made by ISBE staff did not did not go far enough in honoring all of the recommendations made during the public comment period, and this has led to further consternation with the rules process.

The final step involved in establishing the rules and regulations required approval by JCAR. JCAR is a bipartisan legislative oversight committee created by the Illinois General Assembly in 1977. It is authorized to conduct systematic reviews of administrative rules promulgated by state agencies. JCAR is made up of 15 legislators from both the House and Senate and Democrats and Republicans. While the principal preparation rules and regulations had been submitted to JCAR in January 2011, on March 26, 2011, ISBE received a letter from JCAR citing concerns by representatives of Concordia University, American College of

Education, University of Illinois-Springfield, McKendree University, and the Illinois Council of Professors of Educational Administration regarding the version of the rules and regulations that had been approved by the ISBE Board of Directors. According to the JCAR letter, particular concerns centered on:

1) Mentor principals were restricted to supervising and supporting the development of 2 principal interns in their schools during a 12-month period. This group believed that rural areas in particular would be disproportionately burdened by the limit of 2 interns due to the lack of qualified mentor principals in their area.
2) Face-to-face time in addition to on-line activities.
3) The exclusion of certification reciprocity. They expressed the desire for the state to allow reciprocity only for principal trained outside of Illinois, that had completed a program that meets the same standards required of Illinois programs. This is to avoid putting Illinois institutions at a competitive disadvantage with training programs in other states.
4) The requirement for four years of teaching to enter a principal preparation program. They advocated for allowing candidates to enter principal preparation programs after 2 years of teaching experience, but agreeing that they should have 4 years' teaching experience before they complete the program and qualify for a Principal Endorsement.

Legislators on JCAR cited concerns with supporting the new rules without concessions being made and for a three-month period, negotiations were held between ISBE, stakeholders, and JCAR legislators. During this time, concessions were made by ISBE, including: 1) the maximum percentage of coursework allowed to be taught by adjunct faculty was increased from the initial 50 percent to 80 percent; 2) the number of candidates mentor principals were allowed to supervise was increased from two to three candidates; and 3) requiring that the two individuals from institutions of higher education on the Principal Preparation Program Review Board would include one from a public institution and one from a nonpublic institution.

In April 2011, JCAR met and passed the rules unanimously for the principal preparation legislation (P.A. 096-0903) with two additional changes and two recommendations:

- Change One: Prohibits the requirement of four years of teaching before a candidate can enter a principal endorsement program but did not make a recommendation for what the teaching requirement should be (Section 30.70b).
- Change Two: Prohibits the appointment of two out of state individuals on the Principal Review Panel (and instead suggests that those appointments be replaced with acting in-state principals) (Section 30.80C(6)).
- Recommendation One: Recommends that ISBE move quickly on legislation that makes changes to the Teacher Leadership Endorsement.
- Recommendation Two: Recommends that ISBE move quickly to propose rules that require candidates training out of state to provide evidence that they have completed a comparable approved program in another state or holds a comparable certificate issued by another state.

Following these changes the rules had to go back to ISBE for approval by their board, which occurred at their June 2011 meeting. With the rules finally in place, universities could

begin work on redesigning their programs. While the process for approving the rules and regulations took longer than anticipated, the state statute that had been passed by the General Assembly included hard and fast dates spelled out that indicated when new principal preparation programs must be redesigned and when old programs must be ended. According to the statute, by September 1, 2012, institutions of higher education and not-for-profit entities could not admit new candidates to principal preparation programs. Candidates could only be accepted to programs approved under the new rules and regulations on or after Sept. 1, 2012. Further, by June 1, 2014, all programs for the preparation of principals were to have been approved under new program rules or cease operating.

After the Rules - Principal Preparation Program Redesign

With the rules in place and universities working diligently to redesign their programs, State Superintendent, Christopher Koch appointed members to the Principal Preparation Review Panel (PPRP). In an effort to support the redesign efforts, ISBE had established in the rules a requirement that a PPRP be established for the purpose of 1) examining program applications, 2) providing feedback to the program regarding whether or not they provided adequate evidence that the redesigned program met the new requirements, and 3) making recommendations for approval to the Illinois State Educator Preparation and Licensure Board (ISEPLB). Recognizing the extent of substantive changes that were required by the new statute, ISBE envisioned the Review Panel as an initial platform for programs to receive constructive feedback on their applications before it would be formally reviewed and program approval voted on by ISEPLB. Unlike ISEPLB, which makes recommendations to ISBE for approval or non-approval, the purpose of the new Principal Preparation Review Panel was only to give constructive feedback to the programs that the programs could use before submitting their proposal to ISEPLB. As such, the PPRP was made up of stakeholders with knowledge or expertise regarding leadership, as well as the various stakeholder groups that are impacting by school leadership. This included: two teachers; four principals; two superintendents; two university representatives (one public and one private); one member from a school district with a population exceeding 500,000; and 1 representative from the Illinois business community (as designed by rules). In January 2012, ISBE provided a comprehensive training for the new members of the Principal Preparation Review Panel and the Illinois State Educator Preparation and Licensure Board. The training involved an overview of the new program structure, rules and regulations, review of the application scoring rubric and guidance for determining quality program indicators.

In addition to the process ISBE established to support universities in their efforts to make the transformational changes required by the new requirements, in 2012 the McCormick Foundation granted funding to CSEP to provide technical assistance to four universities in Illinois (Western Illinois University, Loyola University Chicago, Illinois State University, and North Central College) who were implementing the new P-12 principal endorsement. These institutions were selected to serve as a representation of public and private programs in different geographic regions of the state. The work of these four universities is documented in a toolkit that includes case studies and artifacts developed by the four programs as they progressed through the redesign process. (See http://leadershiplinc.illinoisstate.edu/symposium/documents/finalToolKit.pdf for the toolkit).

This work was also featured at a statewide symposium on April 18, 2013, that provided a platform for sharing lessons learned with all principal preparation programs in the state.

Further funding was awarded in 2012 by McCormick Foundation for CSEP to work with five principal preparation programs in Illinois (North Central College, Loyola University Chicago, New Leaders for New Schools, Southern Illinois at Edwardsville, and University of Illinois at Urbana-Champaign) to support their development of formative program evaluation models around a continuous improvement process aligning the efforts of the university programs with those of their district partners. CSEP released a Request for Proposals (RFP) for this work and these five universities applied and were selected for participation in this project. The formative program evaluation work was featured in a statewide forum on May 27, 2014.

The success of these two projects led to an awareness by the McCormick Foundation in 2014 of the need to fund the development of a statewide learning community (facilitated by CSEP) to create a pre-and post-assessment tool that can measure the principal preparation program's value added to principal candidates' dispositions, skills, and behaviors, specifically aligned to the leadership competencies outlined in Illinois' new P-12 principal endorsement and the Illinois School Leader Performance Standards. CSEP staff will convene a workgroup consisting of preparation program faculty and other program stakeholders working in conjunction with experts in assessment development and validation to develop this standards-based assessment that could optionally be used to track program impact by principal preparation programs across the state. The workgroup will begin convening in Fall 2014 and conclude their work in 2016.

Illinois' new rigorous principal preparation and performance standards have also brought national attention and interest from researchers. In 2013, CSEP was awarded a $4.6 million U.S. Department of Education School Leadership Program grant to support the Illinois Partnerships Advance Rigorous Training (IL-PART) project. IL-PART represents a collaborative effort between three high-need school districts and their university partners (East Aurora District #131/North Central College; Bloomington District #87/Illinois State University; and Quincy District #172/Western Illinois University) and the Center for Catholic School Effectiveness at Loyola University Chicago working with the diocese representing Catholic schools in East Aurora, Bloomington, and Quincy. IL-PART funds will be used to support two internship models being offered in each of the three partner districts: an intensive full time/full semester internship and a part time traditional internship. Candidates will select either the intensive or traditional internship in a partnering high-need school. The American Institutes for Research (AIR) will be conducting an evaluation of the project in which they will explore differences in outcomes between the two internship models. In addition, IL-PART will assist high-need districts in establishing a pool of highly skilled school leaders that are able to respond to partner district needs and fill projected principal and assistance principal positions. These internships will provide intensive, authentic, school-based learning opportunities for aspiring principals and mentor principals and faculty supervisors with training so that they can provide rich learning experiences and effective development practices. This will result in principal interns and school faculty focused on school improvement efforts and increased student achievement. An important IL-PART goal is to continue to foster school-university partnerships and extensive shared

decision making to benefit both universities and districts, which is a key objective of the state principal preparation changes.

Additionally, in 2013, the University of Illinois at Chicago (UIC) also received a $1 million U.S. Department of Education School Leadership Program grant to push the boundaries for how higher education can partner with local school districts to prepare and develop effective school leaders. Funding from the grant is currently being used to develop a model of developmental practices that grow leadership aptitudes that transform student-learning outcomes by building stronger, more sustainable learning environments. This work builds from a decade of effort at UIC to transform their principal preparation program from a conventional, course-based master's program into a comprehensive four-year continuum of intensive, practice-based, leadership development. UIC has identified three high-leverage strategies on which to focus their work: 1) candidate selectivity; 2) intensive leadership coaching as part of a four year model; and 3) the collection and use of data for evidence based practices and continuous improvement.

The requirements established for the new Principal Endorsement in Illinois have had a significant impact on the rigor and relevance of the preparation of principals and assistant principals. Since establishing the new rules and regulations, 26 of the 31 previously approved general administrative (Type 75) programs have been approved by ISEPLB.[12] Opinions expressed by a number of individuals during the public comment period indicated some feared the new program requirements would eliminate existing programs. Those fears have been largely put to rest; however, the new rigor applied to candidate selection requirements has had an effect on the number of accepted applicants and some superintendents have expressed concern that there will be a shortage in the field. Addressing this fear, the Illinois Association of School Boards is surveying principal preparation programs three times a year to monitor their program enrollments.

This data shows that enrollments are increasing in programs from 430 candidates during the first year of implementation (2013) to 616 candidates in cumulative enrollments this year, according to the results of a bi-annual survey of all principal preparation programs conducted by IASB. Recognizing that supply and demand for school leaders is not only dictated by candidates in the pipeline, the new principal preparation legislation established a clause grandfathering old administrative certificate (Type 75 certificate) holders with all the rights and privileges previously afforded them. That strategy was essential to ensure an adequate supply for the pipeline during the critical transition period from the old system to the new. A white paper completed by CSEP in 2013 indicated that there were 43,569 Type 75 certificate holders in Illinois in FY2013, according to data drawn from the Illinois State Board of Education database. (See http://education.illinoisstate.edu/downloads/csep/Principal.pdf) The state averages about 400-450 principal vacancies a year, according to ISBE supply/demand data.

Previously, the Type 75 General Administrative Certificate was required for any administrator who had the responsibility for evaluating teachers. Under the new law, the Principal Endorsement is designed specifically for principals and assistant principals and not required for any of the other administrative positions (e.g., athletic director, dean, special education director) previously required to have it. Instead, anyone with responsibility for evaluating teachers is required to take and pass the *Growth Through Learning* teacher evaluation

modules. However, to meet the need for teachers interested in obtaining leadership positions outside of the principalship, the State permitted the creation of teacher leadership endorsement programs through Public Act 097-0607**.** The Teacher Leader endorsement is now available for approval by the Illinois State Educator Preparation and Licensure Board (ISEPLB) and at least four programs have been approved as of July 2014, according ISBE (see http://www.isbe.net/profprep/PDFs/directory.pdf). Several universities are in the process of designing teacher leadership endorsement programs. The design of these new programs varies, as the program standards for the new endorsement were purposefully written to allow for innovation in design by universities and flexibility with utilization by districts.

In Fall 2013, during the initial implementation phase of the newly approved principal preparation programs, feedback was provided to ISBE from faculty involved with the Illinois Council of Professors of Education Administration (ICPEA). This feedback demonstrated to ISBE officials that there were unintended consequences in specific areas of the rules and regulations that were proving to be challenging to some programs. This feedback led to proposed changes to the rules, which were voted on at the March 12, 2014, Board meeting and included the following changes to the standards:

- The definition of Mentor Principal was expanded beyond the requirement that they must possess a current general administrative (Type 75) or principal endorsement, to include endorsements for superintendent, assistant superintendent, and special education director, provided they are assigned to the location where the internship will take place, and possess at least two years of experience relevant to the role of principal;
- The number of years of successful experience as a principal required for all Mentor Principals was reduced from three to two. In all cases, the Mentor Principal must provide evidence of two years of successful experience as a principal (or role relevant to principal) including student growth data in at least two of the previous five years, and formal evaluations or letters of recommendation;
- Faculty Supervisors were initially required to possess a current and valid Illinois educator license indicating General Administrator (Type 75) or Principal Endorsement. That was changed to include a current and valid license that is comparable to the required Illinois professional educator license endorsed for general administrative or principal, issued by the state in which the internship site for the Illinois approved principal preparation program internship site is located;
- Deadlines for the successful completion of training and assessments qualifying candidates to conduct teacher evaluations and the successful completion of the state administered principal content exam were adjusted to include any time prior to licensure. In the initial version of the rules, the teacher evaluation training and assessments were required prior to starting the internship and the principal content exam was required before the last semester of the internship.
- The maximum number of aspiring candidates completing internships to be supervised by a single Mentor Principal was increased to no more than five. This was increased from a maximum of two. In addition, a sixth candidate may be assigned to a single Mentor Principal if prior approval is granted by the ISEPLB.

Approval is based on the program providing the ISEPLB with a clear rationale for increasing the number and the request is supported with adequate documentation demonstrating the need for an exception.

In addition to the changes that ISBE made to the rules and regulations, a statutory legislative amendment was introduced during the Spring 2014 legislative session to allow educators with a Type 73 certificate (school psychologists, school counselors, speech pathologists, and school nurses) to qualify for admission to the new Principal Endorsement programs. The language of the original statute established a criterion of a minimum requirement of 4 years of teaching experience (upon the completion of the program) to be eligible to apply to new principal preparation programs. This essentially barred Type 73 holders without teaching experience from securing a Principal Endorsement in Illinois. The legislation passed both houses in the Illinois General Assembly on May 28, 2014, and was signed by Governor Quinn as Public Act 098-0872 on August 11, 2014.

After initial revisions were made to the statute and rules, there was interest by the stakeholder in systematically studying the implementation of the new principal preparation requirements. In May 2014, the Illinois Education Research Council (IERC) at Southern Illinois University Edwardsville was awarded a two-year $500,000 grant from the McCormick Foundation and a two-year $50,000 grant from The Wallace Foundation that allows IERC to conduct an implementation review of Illinois' new policy for redesigning principal preparation programs, gathering both university and pre-K through 12th grade perspectives. The IERC will collaborate with the University of Chicago Consortium on Chicago School Research on this study.

The McCormick Foundation has also issued a new grant to CSEP to work in collaboration to develop a pre-and post-assessment tool that can measure a candidate's growth in dispositions, skills, and behaviors specific to Illinois' new P-12 principal endorsement and evaluation requirements. CSEP staff will convene a workgroup consisting of preparation program faculty and other stakeholders (e.g., districts) working in conjunction with experts in assessment development and validation to develop this standard assessment that could be used in principal preparation programs across the state. The workgroup will begin convening in Fall 2014 and conclude in 2016.

Reflecting Back

In the summer of 2014, interviews with individuals involved in multiple stages of the principal preparation and development redesign efforts in Illinois were conducted for this paper. Given the long history of this work, there was an extensive list of stakeholders from which to choose. Due to resource restraints, the list of individuals involved was pared down by applying the following criterion: interviews were limited to those with a leadership role in the principal preparation reform effort, representing a variety of opinions on the legislation and the rules. In order to engage the perspectives of a larger group of individuals that have been involved in this work, a survey was also conducted. Survey participants were selected to ensure representation from all stakeholder organizations, and to ensure the sample represented all geographic regions of the state. In 2014, interviews were conducted during the months of July and August and the

survey was administered in August. The following represents a summary of comments from the participants (n=20).

An important common theme emerged from the data analysis: that a broad representation of stakeholders, with different backgrounds, experiences and organizational priorities, came together around a common purpose – a true desire to do what they believed was in the best interest of children. Additionally, many respondents expressed that the collaborative effort allowed the group to capitalize on specific windows of opportunity over the course of the last nearly 15 years. As one IBHE official remarked, "I believe that we were fortunate to have the right people, in the right place, at the right time to advance the work."

Data from interviews and surveys were used to identify six levers that have influenced change in school leader preparation and development in Illinois. The six levers of change include: 1) consistent leadership provided by IBHE, ISBE, and CSEP focused on improvement; 2) broad stakeholder representation, including leadership from key organizations interacting with policy makers; 3) resources provided to staff committees and convene stakeholders; 4) research and engagement of local and national experts that impacted various committees' understanding of the challenges and opportunities; 5) policy influences at the national (No Child Left Behind and Race to the Top) and state (New Principal Mentor Program, Performance Evaluation Reform Act, and the new educator licensure system) levels; and 6) on-going collaboration among stakeholders and opportunities to share lessons learned and best practices.

These six levers were utilized throughout the change process and emerged over time as reactions to the specific context within which the work was happening. For example, one faculty member asserted that the state had no choice but to get better and pointed to the "failure of Illinois schools to produce significant gains in student achievement required by NCLB; research from Marzano[14] and Leithwood[15] on the importance of leadership, and findings pointing to the role of principal as being the second most important influence at school impacting student achievement; and a culture of accountability that revealed teachers were not being evaluated, professional development lacked intensity and subsequent monitoring of implementation and impact, and too many principals neglecting the best practices espoused by their principal preparation programs when faced with the 'administrivia' of building management." A representative from one of the teachers' unions added that it was becoming more apparent to those within and outside education, "that school leaders were inadequately prepared for the current job of principal. I think NCLB made that more transparent." Further, administrators working with the Chicago Public Schools stated they were facing a situation in which "nearly 300 principals were possibly retiring in the near future. Finding and developing principal candidates was urgently necessary." Another added that there was a "significant demand for high quality principal candidates, but few were qualified for some of our most challenging schools." Within a context of raised public awareness of the need for well-prepared effective school leaders, the six levers were utilized to bring about change.

While six levers were identified, it is important to note that individuals may have viewed a single lever as more important than another. However, no consensus was found to indicate that any one of these levers is more important than the other. Further, the importance of any one lever appears to be related to its interconnection with other identified levers. Therefore, while the

following description of the levers is outlined in numerical order, no implications as to the rank order of importance should be drawn.

Lever 1: Consistent Leadership Focused on Improvement

As the *Reform Efforts* section of this paper details, the initial catalyst for bringing together various stakeholders began with the initial grant awarded by The Wallace Foundation to CSEP at ISU. The process of convening stakeholders through IL-SAELP was developed by CSEP to provide direction and oversight for the grant. Although this group was not officially endorsed by ISBE or IBHE, both education agencies supported the effort by placing leaders from their organization in membership roles. Over time and through interaction with other levers, this unofficial group of stakeholders grew and became both a platform for sharing information and a source of feedback for ISBE and IBHE. Ultimately, over time, the power dynamic shifted and those that had been working on these issues were officially convened by ISBE and IBHE in a formal effort to impact policies involving school leadership preparation and development.

The consistency in leadership of this work by ISBE, IBHE and CSEP at ISU has been essential in moving the work forward. As one department chair from higher education stated, "Accolades to the Center. The staff helped steer the boat and deal with the opposition. Without their guidance and support we wouldn't be where we are now." Another faculty member concurred saying that "the formal workshops, symposia, and conferences offered by the state and the many resources provided helped keep this effort moving. But the most significant levers were provided by supportive leadership at the state and local/regional levels."

A representative from one of the teachers' unions stressed that it was "the commitment of both ISBE and IBHE working together and the broad scope of representatives and organizations that were important to this work. Good organization, facilitation and participants' dedication and openness to let all be heard were equally valuable." In fact, even those that had expressed concern regarding the extent of the changes made by the state, identified the consistent involvement and commitment from ISBE and IBHE as an important factor in continuing to make progress with this work. For example, one faculty member asserted that the "state went too far with some details that made parts of the program counterproductive." However, that same respondent reported that he had found willingness on the part of the state agency representatives to meet and address his concerns.

When the engagement of stakeholders transferred from CSEP to ISBE and IBHE and the state agencies began formally convening the group, it signaled a significant shift and indicated the state was prioritizing improvements in school leadership preparation and development. During the lengthy debate over the rules and regulations for the new principal preparation programs, one dean from a private university took the bold step of shutting down his institution's old Type 75 program a year prior to implementing the new program. Despite the financial hardship, he determined that the redesign work was essential to preparing effective principals and he wanted the faculty focused exclusively on building new systems, structures and processes to dramatically improve outcomes. The dean indicated that without the leadership of ISBE and IBHE and their guidance in policy formation, that he would not have had the leverage to take that bold move.

Lever 2: Broad Stakeholder Representation

Consistent leadership can only take a movement so far. Policy change is doomed to fail without meaningful engagement of stakeholders, especially those charged with implementing a policy with fidelity. The broad group of stakeholders that had been involved in these efforts would ultimately be impacted by any policy changes and would be tasked with implementation. Therefore, it was essential for the state agencies to continue to engage a broad base of stakeholders throughout the process, in order to ensure both successful policy formation and fidelity in policy implementation.

From the beginning, individuals with very different backgrounds and from a wide variety of organizations came together to discuss the state of school leaders preparation and development in Illinois. Focusing the work of this group involved incorporating a wide range of perspectives on the topic. Establishing a culture focused not on individual opinions or organizational agendas, but on a common purpose that drew all the participants together was a tall task. In an effort to set the tone, one state official described the process: "at the beginning of each meeting/conference/event we always stated that this work was about doing what was in the best interest of our students – that became our mantra. This helped in taking individuals out of an institutional mentality and aligning them with a greater goal, that of raising the quality of education across the state." Further, student perspectives did not just mean P-12 students, but also principal candidates. A conference in May 2014 hosted by CSEP featured a panel of current principal preparation candidates that led into small group discussions with the candidates. This provided the opportunity for those involved in policy formation and implementation to hear examples of the real lived experiences of candidates in new programs. The feedback was primarily positive, however an exploration of challenges also took place.

One faculty member from a public university remarked in an interview that due to the disparate views of the stakeholders involved, he did not think the redesign efforts would ever have gotten past advancing the dialogue around the state and educating others regarding the need for reform. However, regardless of differences of opinions, stakeholders remained committed - if not to the direction of the reform efforts, then to at least ensuring their voice was heard. As one former superintendent pointed out, even when people changed roles, they often continued to come to the meetings and engage in the work, as she had, because they understood the importance of leadership development. This was echoed by another school administrator who stated that the commitment stemmed from the desire of a "variety of key stakeholders to improving the pool of principal talent by giving teacher leaders the instruction and experiences they need to be effective principals." Continuing to draw the focus back to the common purpose was effective as one state official found that "despite contentious issues, people really tried to hammer out positive and effective means to accomplish our goals. Individuals from many different sectors worked side by side for a common cause and they were all dedicated and passionate about the work. This was a model of how a state can pull together and make good things happen."

That being said, the collaborative effort to bring about meaningful change in leadership preparation and development was not harmonious, nor were the changes universally accepted

and applauded by all involved. Early indications of the on-going tension between changes that would be required versus those recommended appeared in the report from the Illinois School Leader Taskforce (2008). Despite the clear charge of the Taskforce, there were issues for which the group could not arrive at a consensus. For example, "While some Task Force members urged that residencies should be an academic year in length… others disagreed; arguing that duration of residencies should be left to program providers." Although the vast majority of respondents to the survey and interviews supported the changes that have been made, some expressed concerns about specific details. One respondent expressed disappointment with the direction the state has taken, asserting, "I don't agree with this model and it is bound to fail in the long run because institutions lack the capacity to do everything in the new legislation with an appropriate level of quality over the long term." Further, "My expectations about support from the State have not been met… the efforts of the Center [CSEP] to try and bridge the lack of support has been crucial. But, I feel strongly that the State must increase responsibilities and accountability for these changes for them to be successful long term." Even in dissent, the commitment to this work is evident and illustrates the need for continued engagement of ISBE, IBHE, and a broad group of stakeholders in the implementation and improvement phases of the redesign work.

Lever 3: Funding for Staffing and Convening

Many respondents, including district administrators, faculty members, deans, professional association representatives, and state education officials, reported the vital role that funding played in furthering this work. Grants awarded to CSEP from The Wallace Foundation and the McCormick Foundation helped to provide staffing, meeting facilitation, expertise to complete research summaries, and engagement of national experts in the field. One faculty member asserted, "the grants received by [CSEP at] ISU enabled the work to go beyond that which the state could have provided and was a compelling force that drove the effort forward." Another faculty member stated that the support provided by external grants went beyond supporting a policy solution to the problem, by increasing stakeholders' understanding of specific strategies that could be applied to the Illinois context. She stated "involvement with the LINC project has taken us to incredible places with our programs. We knew that we needed to cover early childcare, ELL and special education [based on Illinois regulations for principal preparation]. Principals need experience in those areas. LINC gave us a systematic approach."

State agency officials also acknowledged the important contribution of the financial support from the foundations. One official stated a "vital component was the funding which enabled us to bring people together from across the state. Without this support we could not have developed the opportunities to convene stakeholders to undertake this work." University faculty and professional association representatives also highlighted the importance of financial support for this work, arguing that the grants were important to this work as it allowed the group to identify and bring in speakers to provide research-based strategies and present empirical findings of effectiveness in principal preparation and development to those around the state contributing to the redesign efforts.

While there is no doubt in anyone's mind that funding was vital to this work, it is important to also note how interconnected Lever 3 is with Lever 2. Funding for the collaborative

effort was essential, as stakeholder engagement would have been greatly compromised without it. As one state agency official claimed, "We simply would never have had the personnel needed to complete the work of IL-SAELP." Funding provided staffing to take on responsibilities such as regularly communicating with stakeholders, securing various data from state agencies, compiling research briefs, engaging national experts in the discussion, capturing and disseminating information from on-going meetings, coordinating the logistics of regular statewide meetings, facilitating consensus and drafting reports, and other administrative functions. Without funding, these responsibilities would have been spread among volunteers and would have greatly diminished the focused efforts of the collaboration. Private foundations that supported these efforts recognized the strong potential for impact based on the ability of stakeholders to work collaboratively with state agencies to bring about meaningful change. National foundations selected CSEP as a recipient of their grants because of the qualifications of CSEP staff, the organization's ability to facilitate consensus-building among disparate stakeholder groups, and its track record of administer grants involving statewide collaborations. More importantly, however was CSEP's history of informing education policy in Illinois by engaging state level policy makers and stakeholders in their efforts to improve education throughout the state.

Lever 4: Research and Engagement of National Experts

As was described with previous levers, an interconnection between Lever 3 and Lever 4 was also evident. It was through funding from foundations that those working in this area were able to come together, support each other's work, and share what they had learned. Foundation support allowed the group to identify model programs and engage local experts in the field from within Illinois. Many innovative and effective university preparation and school district development strategies were presented at IL-SAELP meetings and statewide conferences. Additionally, because CSEP had engaged national funders in the principal preparation and development redesign efforts, opportunities were afforded to the group to connect with various national networks and state agencies from around the country, in an effort to go beyond the confines of Illinois to explore bold and effective models elsewhere.

Many of the participants, who chose to become involved with IL-SAELP and/or other statewide education improvement efforts, did so in reaction to both national pressures for reform and pressing conditions within Illinois. As indicated earlier, research conducted by Levine, Marzano, Leithwood, and others served as a catalyst for educators and policymakers in Illinois to look deeper at what was happening here. A teachers' union representative described the condition in Illinois as one in which it was becoming increasingly apparent both inside and outside of education "that school leaders were inadequately prepared for the current job of principal. I think NCLB made that more transparent." The growing research base linking principal leadership to school improvement and increased student achievement, combined with increasing public acceptance of the need for greater accountability around student performance seemed to create a sense of urgency for improving systems of support for school leaders. According to a state education official "it seemed to be the right time and place. There was support to make change and the realization that principals needed to be leaders rather than managers was important to this change. Kids were not being helped and teachers needed support. Strong leaders were essential for change to happen and to support learning." Another

state education official noted "the results coming out from the work of researchers such as Leithwood and Levine were disturbing and raised questions as to how Illinois programs fared in contrast."

Lever 5: Policy Influences – National and State

The efforts in Illinois to improve school leader preparation and development from 2000-2014 coincided with the explosion of the accountability movement. Federal mandates, such as the 2001 No Child Left Behind Act (NCLB) ushered in a new level of standards-based reform, and with it, high-stakes testing swept the country. Numerous stakeholders commented that NCLB created a sense of urgency with regard to the significant number of low performing schools throughout the state. As one faculty member put it, NCLB was a wake-up call that drove home the "failure of Illinois schools to produce significant gains in student achievement."

The U.S. Department of Education's Race to the Top (RTTT) grant program also provided incentives for state officials to embrace policy reform efforts aimed at school improvement. One former superintendent recalled that the federal expectations for grant funding through NCLB and RTTT were substantial levers that spurred involvement by state education officials in the statewide efforts to improve school leader preparation and development. As a former superintendent and current faculty member confirmed, "the potential for the state to receive federal Race to the Top funds also helped to move legislation through the process." An example of the mechanism used to exert influence with these types of programs can be seen in the criteria used to score RTTT applications. There were a total of six criteria used in scoring. The highest weighted criterion, accounting for almost 30% of the total points, involved strategies to ensure great teachers and leaders. The subcategories for that criterion included: 1) improving teacher and principal effectiveness based on performance standards; 2) ensuring equitable distribution of effective teachers and principals; 3) providing high quality pathways for aspiring teachers and principals; 4) improving effectiveness of teachers; and 5) improving the effectiveness of teacher and principal preparation programs. As states competed for a portion of the over $4 billion in grant funds, policy makers prioritized reform efforts aimed at improving the quality of our educator pipeline.

As one state education official asserted, there was tremendous "support for change nationally" spurred on by NCLB and RTTT. This resulted in local policy responses aimed at improving school leader preparation and development. Several pieces of legislation were passed to accomplish this goal, including the passage of Illinois Public Act 94-1039 - New Principal Mentor Program that required all new public school principals throughout the state to be provided with mentoring support from veteran administrators to support their induction into the position. Illinois Public Act 96-0861 - Performance Evaluation Reform Act (PERA) required all principals throughout the state to be evaluated annually using an evidence-based model that includes clear performance standards and student growth measures. Additionally, the work of IL-SAELP, Commission on School Leader Preparation, Illinois School Leader Task Force, and the Redesign Committees culminated in the passage, in 2010, of Illinois Public Act 096-0903 establishing new requirements for principal preparation programs.

At that point, the policy itself became the biggest driver for program redesign. As one former superintendent and current faculty member stated plainly, "it was the law. Once we met the law's requirement for an approved program, the desire to implement effectively and with fidelity was a significant lever."

Lever 6: On-Going Support with Opportunities to Share Lessons Learned and Best Practices

Lever 6 is intimately linked to all of the levers above in that it is provides the connection of all the stakeholders to the common purpose that drew them together in the first place. A state education official pointed out that the efforts of these stakeholder groups were successful in bring about meaningful change because of the "support of many stakeholders, the support for change nationally, The Wallace Foundation's support of this work, and the strong support of the State Superintendent and the State Board of Education."

Support from a wide variety of sources was vital in the policy formation process. However, many respondents indicated that the reason they remained engaged with this work over such a long period of time was not because they feared looming policy mandates, but instead for many it was the desire to improve both the profession in general and their institutions in particular. This desire to improve was a major motivating factor in stakeholder participation. As one department chair asserted, "we had a strong program, but wanted it to be even better. We don't wait for change to be imposed. We valued the changes that were being made and wanted to be involved with the groundwork. We wanted to be in the forefront, helping to lead the way in the state." A faculty member from another program expressed similar feelings, "My first hope was that by collaborating with other universities, we could identify essential understandings and proficiencies that all principals need in order to be effective building leaders." Stakeholders were clear about the need to create a learning community among the stakeholders involved in this work. As one faculty member reflected, she wanted to tap into the experience and knowledge of others grappling with substantive change, "my expectation was, that like all changes in 'the way we do things,' there would be anxiety but also excitement associated with the possibility of growth and improvement."

While numerous respondents commented on the importance of on-going support and sharing in the process, the vast majority also expressed concern that with the passage of the statute and the new rules, on-going support has not been provided by the state during this crucial implementation phase. According to one faculty member, "policy without capacity is my concern with the state initiative now. I would say that the state has moved on a prescriptive and ambitious policy initiative without universities and schools having the capacity to implement at optimal level, mostly due to limited or non-existent state financial and technical support." A faculty member from another program also indicated a current lack of external support, "the state is in the process of trying to determine the best ways to evaluate the process. State personnel need to spend more time listening to, responding to, and supporting us in the implementation of the programs." Another faculty member expressed disappointment in the condition of the work at this point. As he sees it "we seem to be stuck on implementation which is a problem in general in our state. We have great ideas, we do some phenomenal reshaping of programs, pass

laws that have potential to truly change the landscape for children, but fall down on implementation."

The enactment of the new law and rules was not the ultimate outcome envisioned by those involved in the redesign efforts. The substantial changes made to principal preparation and development are aimed at improving school and student outcomes. As one faculty member indicated, "Just like the birth of a baby launches the nurturing and developing process, so, too, does the state need to focus time, money, and energy for the principal redesign to become fully developed and reach its potential for improving education across the state." Support during implantation is essential to move these efforts to the ultimate outcome.

Stakeholders had much to say about the collective efforts to improve principal preparation and development in Illinois. Although there was universal appreciation for the hard work that had gone into the policy formation phase, and many have a positive view of the focus on improving principal preparation and development, some also expressed reservations about various specific aspects of the rules and regulations. A common theme among district officials was that they were encouraged by the authentic learning experiences that will be provided through the intensive internships. As one former superintendent indicated, as institutions "are adapting and re-developing their preparation programs for approval…districts are now perceived as the consumer and have more opportunity to influence preparation programs, align their efforts, and work collaboratively." This enthusiasm was balanced by some representatives from higher education that expressed reservations about the prescriptive nature of the rules, the lack of financial support, supply and demand concerns, the issue of out of state licenses, delays with the development of the content area exam, and concerns about unintended consequences and the overall impact of these changes.

Now in the implementation phase, many have expressed concern that the sense of urgency that was present and prompted policy makers to enact legislation has waned. With the successful completion of the policy phase, some stakeholders fear that principal preparation and development has diminished as a priority for the state. Other pressing education reforms have created a context within which policy layering is making the implementation of this work much more difficult. As one faculty member noted, "the state is in danger of losing the momentum of this initiative due to all of the other initiatives that are also on their agenda, e.g., Teacher Leadership, Teacher Evaluation, Superintendent Redesign, and PAARC, to name a few." A former school administrator added, "when everything is important, nothing it important." In this current environment, there remains a need for ongoing support for program implementation.

Given the uncertainty that is inherent in a change process as extensive as the one describe in this paper, it is not surprising then that some stakeholders are very optimistic about where the state is now, while others are quite cautious and are reserving judgment until a clearer picture of the impact of these changes can be determined. As one faculty member described it, the current phase is the inquiry phase, where "we need to be asking, where is implementation taking us? Are things better or worse? Assessing impact is key at this point. Is over regulation the problem or should we be focusing on supporting organizational change?" Now is not the time to accelerate, but to step back and examine what is occurring. Pointing out how long the policy formation phase took, one former superintendent and policy maker expressed concern over the

rush to implement wholesale change. "The process used to get the legislation passed was incremental. We did not move too fast. It was a good process. But the rules - not so much. Things got messy in the end. We still need to figure out how implementing the rules can be more incremental as we learn more about what works." A faculty member concurred about the pace and sweeping changes ushered in with the rules process and indicated that some trust was lost between collaborating partners. He further suggested that the stakeholders return to a focus on the common purpose that brought them together in the first place. Further, he argues that "rebuilding trust and working toward consensus are what is needed most."

The chair of the Illinois School Leader Task Force is encouraged by the new policy requirements involving principal preparation and believes that it demonstrates promising developments. However, he acknowledges that the impact on student achievement is unknowable at this point. Further, he asserts, "we know from organizational change theory that systems are by their nature resistant to change and will revert to pre-change ways of doing things if the changes are not nurtured, evaluated, and re-shaped to meet conditions on the ground." For that reason, it is essential at this time that more attention be paid to lever six in the implementation phase.

The Illinois School Leader Advisory Council – 2014 – 2015

Recognizing the importance of on-going support to nurture new principal preparation programs, and in response to feedback from numerous stakeholders, the ISBE and IBHE have once again joined in a collaborative effort to engage a broad range of stakeholders to focus on improvements to principal preparation and development. The Illinois School Leader Advisory Council (ISLAC), funded by grants from The Wallace Foundation and the McCormick Foundation awarded to CSEP, will engage a broad group of educators, policy makers, business executives, and foundation officers from throughout the state. The primary purpose of convening ISLAC is to provide an ongoing forum that will focus on implementation support and the continuous improvement of policy and practice involving school leadership development in Illinois. Steve Tozer, former chair of the Illinois School Leader Task Force and current professor at the University of Illinois-Chicago, and Diane Rutledge, former superintendent of Springfield District #186 and current Executive Director of the Large Unit District Association, will co-chair ISLAC (see Appendix I). All of the work of ISLAC will be posted on the www.illinoisschoolleader.org web site.

ISLAC will produce a five-year strategic plan by mid-2015, with an emphasis on strategies that are collaborative, collective, and responsive to changing needs and conditions in the field. In order to engage in in-depth research and dialogue, ISLAC will conduct much of its work through five study teams designed to address key components of principal preparation and support.

Program Cohesion

The Program Cohesion Team will develop strategies to support the continuous improvement of principal preparation programs, including coursework, assessment, data collection and use, and embedded program evaluation and feedback processes. The team will

examine existing program improvements and identify effective practices to study and replicate or adapt.

The work of this committee is in response to feedback from the field regarding the need for on-going support and a platform for sharing best practices as programs begin the implementation and continuous improvement phase. For example, some stakeholders indicated that they felt the prescriptive nature of the rules stifled innovation. As one faculty member acknowledged "there may be some truth to the complaints that the rules are too prescriptive but the changes wouldn't have gotten done if they were not prescriptive. It would have been too hard for schools of education to develop new programs without the detailed rules. Organizations… should be embracing the development of field experience models collaboratively. Universities outside of Chicago should be using their [Regional Offices of Education] as a clearinghouse, like the Springfield/ISU model. People need to be creative." In another case, a faculty member expressed frustration that the rules narrow the definition of "all students" to a narrower focus on subgroups. "I think the definition in the law of 'all students' needs to be much more inclusive. There are other subgroups in Illinois who desperately need better teachers, principals and schools. What about black kids, poor kids and rural kids? The issue of race/ethnicity and urbanicity is not mentioned in the legislation, [social economic status] is barely mentioned in the legislation. In the case of our downstate institution that serves highly rural and increasingly poor communities, this is a huge omission that could lead to a lack of focus on several large groups of students who urgently need better opportunities." These types of issues and collaborative approaches will be explored by the Program Cohesion committee, along with others in an effort to develop a comprehensive system of support that provides specific strategies for programs in a wide variety of contexts.

Quality Assurance

The Quality Assurance Team will develop methods to facilitate coordination among different data collection and regulatory bodies (e.g., ISBE, IBHE, CAEP, and institutional data collection) and among the various requirements and processes for preparation program approval, accreditation, and compliance. Emphasis will be placed on methods to assist all stakeholders (e.g., department chairs, faculty, principals, graduate students, district office personnel) to better understand and participate in processes with regulatory bodies.

The work of this committee is in response to feedback from the field regarding the need for aligned systems and understanding of the impact of these changes. Many stakeholders have expressed concern over the lack of clarity in terms of how individual candidates and programs will be evaluated and what measures will be required by the state. For example, one faculty member raised questions about "how the new content area assessment will be evaluated. If those who do well on it are also successful in raising student achievement, is that the indicator that shall [be used to] evaluate the principal preparation program? Or, is it the more rigorous internship? It seems that we continue to put the same standard procedures in place when what we need is compelling evidence that one or both of those assessments truly predict principal success in the field." Another underscored the importance of ensuring the new assessment demonstrates proficiency in the same way that the performance assessments have been constructed. "Without an effective alignment to actual practice these assessments will not adequately reflect what

candidates learned and must do in school environments." Beyond individual and program assessment, several stakeholders pointed to the need for evaluating the impact of the policy itself. Some stakeholders pointed out that a few rules were identified that created unintended consequences and that they were happy to see that policy makers took the necessary steps to address those issues. However, as the work progresses continued examination of the policy itself is necessary.

Implementation, evaluation, and improvement are closely linked and as such, engagement of stakeholders in this work is essential to ensure the metrics used are not only the best indicators of impact, but also assist in identifying opportunities and challenges to improvement. This does not just include program improvements, but policy improvements as well. One faculty member expressed the need for both policy and program improvements by stating that there was legitimacy in the pushback the state received on some of the rules "some changes [to the rules] did need to be made. Ongoing monitoring of the new programs will also be needed to determine whether or not the new requirements are actually creating a shortage as has been claimed by some institutions, or whether we now have a smaller, yet better qualified and effective work force in leading our schools." To address that need, this committee will explore factors that promote and inhibit policy implementation at both the programmatic level and the policy level and what the state or another quality assurance body might do to assure that quality levels are maintained.

Partnerships

The Partnerships Team will recommend strategies to build and strengthen preparation program partnerships with school districts and Regional Offices of Education. They will address candidate recruitment, support, course content, assessments, and placement. This team will examine school district participation in shared recruitment, selection, and internship assessment in partnership with principal preparation programs as well as the ROEs (as applicable). As the paradigm shift continues toward a district as consumer model for principal preparation, it is vital that school administrators' voices continue to be represented in the implementation and improvement process involving principal preparation.

An important factor influencing the school leaders' pipeline that emerged from stakeholders in meetings and also in the current interview and survey data was the notion of the complexity of the principalship, particularly in under-resourced and/or poor performing schools. As one administrator commented, "we continue to hear that there are fewer people entering the new leadership programs and I believe we need to find out why. My hypothesis is that the job is not that attractive to a lot of people." This sentiment was echoed by a representative from a professional organization, "We need to look at what the principal's job has become. Is it a job anyone wants to do anymore?" Partnerships between universities and districts can shed light on this issue, act to improve conditions that provide disincentives for aspiring leaders, and ensure that authentic learning opportunities are provided that make available the kinds of experiences that produce principals with the skills and abilities to take on the challenging role.

Data demonstrate that enrollment in new principal preparation programs is significantly lower than it was in the former general administrative programs. The former general

administrative programs leading to a Type 75 certificate have been discontinued. While new programs leading to principal or teacher leader endorsements have been developed, there may be a void left by the absence of the general administrative programs. For example, the training required to prepare individuals for positions such as athletic director, dean of students, district administrators, and such may not be adequately acquired in either the principal or teacher leader endorsement programs. Further engagement between districts and universities is necessary to shed light on what these other positions need in terms of preparing effective school administrators and/or how those competencies may or may not align with the new preparation programs. Partnerships between preparation programs and districts are crucial to identifying and addressing the potential void left by the discontinuation of general administrative programs.

There were a wide variety of perspectives expressed by stakeholders when it came to partnerships. One faculty member praised the partnership requirement and stated that the benefit exceeded her expectation. "The partnerships with the districts have been very beneficial – more than anticipated, more than when we just partnered with individual schools. We have not experienced a dip in enrollment. The district partnerships have helped to actually increase enrolment a bit. We now have five district level partnerships." Although there was universal support among stakeholders regarding the partnership requirement, many stressed the need for reciprocal learning between the partners. For example, one faculty member claimed, "The internship is the last thing I would give up. But, it will not be easy to do – requiring students to lead. Many principals don't know how to do the things that we are asking the interns to do. This is a transition issue and I'm not sure how universities are going to work through this." These comments indicate the need for more attention to be paid to improving district and university partnerships to inform the processes and structures for both the preparation and development of school leaders.

Training and Support

The Training and Support Team will develop strategies to implement and support candidate internships, mentors, and supervisors. The team will study candidates, principal mentors, and programs with early completers under the new Illinois principal requirements (including the internship), and will recommend strategies for supporting principal candidates, mentors, and faculty supervisors. In doing this, the team will look at in-service support programs at the state or district level in which to align continuous support for candidates as they become new principals. One statewide principal organization, for example, is exploring if principal mentors who supervise principal candidates, can earn credits toward a Master Principal Designation. The districts and universities participating in the U.S. Department of Education funded IL-PART project are exploring some innovative strategies to match and support candidates during the internship. Team members will also explore how supports for candidates can be expanded into new principal mentor supports once they are hired as principals or assistant principals, as well as how training and supports for aspiring principals are aligned with new principal evaluation criteria and the real expectations on the job.

This work is in response to feedback on the critical supports needed for the internship, and not just for the candidate but also for principal mentors and faculty supervisors. According to one faculty member, "we are concerned that we may not have enough principal mentors who

meet the qualifications and have the desired qualities to guide and nurture an intern. Our program has not gotten that far, but will this fall." One faculty member commented that their internship supervisor has reported the value of the internship requirements on not just building the skills and knowledge for the principal candidate but also for the principal mentor. This is vital as the job of the principal becomes more complex.

Statewide association leaders recognized this. According to one association leader, "We continue to hear that there are fewer people entering the new leadership programs and I believe we need to find out why. My hypothesis is that the job is not that attractive to a lot of people." This was reiterated by another association leader who advised, "We need to look at what the principal's job has become. Is it a job anyone wants to do anymore?" Although it is difficult to put more demands on the already strained time of principals, the growing complexity of the principalship and increasing challenges of Illinois schools' places even more value on providing the right, targeted training and supports to best prepare aspiring leaders for the realities of the job.

Network Support and Scalability

While all teams will be concerned with how innovation can be implemented at scale in a state with approximately 4,000 schools, the Network and Scalability Team will recommend ways for preparation programs and their partners to network using a "collective impact" approach to achieve mutual benefits and the ultimate benefit of improved student learning. They will identify useful tools, address access to local and state resources, and recommend methods to share effective practices. They will examine how Chicago Public Schools, for example, has established, and is expanding, a network of principal preparation programs that is approaching the capacity to produce enough principals to fill all vacancies annually in CPS. This team will also identify resources for preparation programs, partners, and ISLAC.

Another critical piece of this team's work will be the development of a communication plan to educate key stakeholders on the requirements of the new Principal Endorsement and its value. Several misperceptions of the new program exist – for example, that teachers are required to leave a full-time teaching position in order to complete the internship. These need to be clarified and communicated to avoid quality candidates from being discouraged to apply to programs. There is currently no statewide requirement that an individual must complete a full-time, yearlong internship in order to earn a principal endorsement. There are a few programs that have incorporated a full-time internships component. However, most have chosen to adopt a more traditional model where the candidate conducts internship activities outside of work hours. The Network Support and Scalability Team will encourage effective communication to address misconceptions and ensure potential candidates are fully informed about the state requirements for principal preparation.

Stakeholders routinely cited technical assistance and support as effective strategies that moved these efforts forward. During the implementation phase, these types of supports have proven even more crucial. Stakeholders across the board identified the need for a wide variety of supports that encompass all aspects of program delivery. As one faculty member argued "most of the implementation costs have been pushed to the universities." Programs would like to

see the state provide more technical assistance, improved and timely official communication, and financial resources to support the development of shared tools, such as a screening instrument for use during the candidate selection process, a statewide evaluation including all components of the internship, and tools to help programs identify alignment with partner districts' talent development systems. Further, one faculty member stressed, "the efforts of CSEP to try and bridge the lack of support has been crucial. But, I feel strongly that the state must increase their responsibilities and accountability for these changes for them to be successful long term."

Conclusion

The work on principal preparation program redesign has influenced ISBE's work to redesign other certification areas – including the superintendent and teacher leadership endorsements. Utilizing the same strategies to convene stakeholders to serve on advisory groups, representatives from various education stakeholder organizations have come together to align these program requirements with the principal endorsement. The intention is to build distributed leadership systems within schools, which will help build support and capacity for principals. For instance, ISBE redesigned superintendent program standards that are about to be presented to its Board members; these standards were developed and recommended by the Superintendent Advisory Board. The members of this group examined the new principal preparation program standards and asked what kind of district leaders will these new principals need in order to be able to perform the work for which they were trained? Like the principal preparation programs, the recommended superintendent program rules were developed through the lens of instructional leadership. They, too, have a strong university-district partnership requirement and are also performance-based with an internship that incorporates authentic learning experiences that are consistent with a new set of district leadership competencies that align with national standards.

Similarly, conversations are continuing in the state around the teacher leader endorsement. A recent national survey of teachers and principals by MetLife found the majority of principals said that school leadership responsibilities have changed significantly over the last five years. Three out of four K-12 public school principals in all types schools and in all grade levels believe the job has become extremely complex (Harris Interactive, 2013). Numerous studies have concluded that principals alone cannot address all of the challenges facing our schools and must focus the collective efforts of the entire school community to bring about meaningful change (Elmore, R. 2004; Fullan, M. 2006; Leithwood et. al. 2004; Murphy, J. 2005; Spillane, J. & Diamond, J. 2007). These findings drive home the need for districts to utilize distributed leadership practices involving others, such as teacher leaders and peer evaluators. The importance of these practices is reflected in school improvement efforts brought about by education reforms, including teacher performance evaluations and the Common Core Standards.

When beginning the work on principal preparation, there were many discussions about the numbers of candidates in principal preparation programs versus the much smaller number of these candidates who actually intended to become principals. Therefore, the teacher leadership endorsement and programs were seen as a way for teachers who did not want to leave the teaching profession to stay in the classroom. These individuals will receive additional leadership and teaching training that will give them the knowledge and skills to support the instructional leadership role of the principal by taking some leadership responsibilities in the building or the

district. The Teacher and Leader Effectiveness Committee of the Governor's Illinois P-20 Council has already recommended standards for the Teacher Leader programs, which have been written into rules. The teacher leadership endorsement is now available for approval by the ISEPLB and at least four university programs have been approved so far, with several other universities in the process of designing teacher leadership endorsements. The design of these new teacher leadership endorsement programs vary and the program standards written for the new endorsement were purposefully written to allow for innovation in design by universities and flexibility with utilization by districts.

Starting in the Fall 2014, the Illinois P-20 Council Teacher and Leader Effectiveness Committee will be conducting a study on how teacher leadership is used in the state. This will include a deeper inquiry into how districts organize and use these roles, as well as the compilation of an inventory of university-based teacher leadership endorsement programs. The inventory of university programs and district positions will also look at the congruence, differences, and models of practice to gain an understanding of how universities are viewing these programs and what are district's practical needs for teacher leaders.

While this paper has outlined many accomplishments as well as some lingering concerns, there are likely others that have not been covered. One such major topic of concern is financial. Several of the interview and survey respondents said that they are concerned about the financial impact the changes are having on the colleges and universities. "It is a financial issue for higher education." Another said, "we've passed the reform legislation, but not the funding to implement it. We need to keep advancing our model of good mentoring and induction during the first year on the job, especially without a full year internship– but maybe even with year-long internship." One commenter reported hearing that some programs have reduced staff due to fewer candidates. This issue does not have its own study team assigned to it, but it is an issue that should be addressed by ISLAC as it deliberates needed supports and strategizes sources for financial sustenance. Moving innovation to scale always has financial implications, and all teams should try to address this along with other issues of scalability.

The principal preparation redesign process has been exciting to watch as it has unfolded. The promise, which it holds to improve not only the quality of our principals but also the quality and effectiveness of our schools, is very encouraging. Throughout this work as stakeholders debated the intricacies of the legislation and program standards, when discussions became stymied, the overriding question which pulled participants back into focus was "what is best for the students?" One of the stakeholders who reflected on this work is worried that "the state is in danger of losing the momentum of this initiative due to all of the other initiatives that are also on their agenda, e.g., Teacher Leadership, Teacher Evaluation, Superintendent Redesign, PAARC, to name a few. What is needed is a focus on evaluating the impact of the work of the last ten years. Just like the birth of a baby launches the nurturing and developing process, so, too, does the state need to focus time, money, and energy for the principal redesign to become fully developed and reach its potential for improving education across the state."

This commenter is correct that ISBE is working on many different education reforms such as new Illinois Learning Standards, new state student assessments, and a new performance evaluation system for teachers and principals. However, the research that serves as the

foundation for the redesign of principal preparation and development has shown that high quality and effective school leadership is necessary for the successful implementation of these education reforms and for school improvement. In order for schools to align and improve their curricular program, teachers and staff need a strong instructional leader who can recognize the importance of research-based curriculum and use student data in their schools to choose programs that meet their students' needs. In order for teacher evaluation systems to be successful in improving teaching practice, principals are needed who can observe and identify effective teaching practices and engage with their teachers in collaborative conversations and professional learning communities to strengthen teachers' weaknesses and build upon their strengths.

It is the charge of ISLAC to keep the work of principal preparation at the forefront. This will be accomplished by studying the impact of the policy on current programs, developing a deeper understanding of what the state needs long-term to support the production of more effective school leaders, developing strategies to elevate the impact of the principal endorsement legislation, and building the capacity of state agencies to grow support for dramatically changed partnerships between school districts and principal preparation programs. Ultimately, the effectiveness of these reforms will be evident in whether they successfully improve student learning in Illinois schools.

Endnotes to Baron and Haller, *Lessons from Illinois*

1. For more information about the 2014 Frank Newman Award for State Innovation from the Education Commission of the States see http://www.ecs.org/clearinghouse/01/13/10/11310.pdf.

2. For a copy of *Preparing a Pipeline of Effective Principals: A Legislative Approach* see http://www.wallacefoundation.org/knowledge-center/school-leadership/state-policy/Pages/Preparing-a-Pipeline-of-Effective-Principals-A-Legislative-Approach.aspx)

3. The brief was the result of a seminar held for legislators at the NCSL Legislative Summit. For more information about the NCSL Legislative Summit see http://www.ncsl.org/issues-research/educ/leadership-chicago.aspx)

4. For a copy of *What Do We Know About Principal Preparation, Licensure Requirements, and Professional Development for School Leaders?* see http://ceelo.org/wp-content/uploads/2014/07/ceelo_policy_report_ece_principal_prep.pdf.

5. For a copy of *Leading for Early Success: Building School Principals' Capacity to Lead High-Quality Early Education* see http://www.nga.org/files/live/sites/NGA/files/pdf/2013/1306LeadingForEarlySuccessPaper.pdf.

6. A copy of *Districts Developing Leaders: Lessons on Consumer Actions and Program Approaches from Eight Urban Districts* can be found at: http://www.wallacefoundation.org/knowledge-center/school-leadership/key-research/Documents/districts-developing-leaders-executive-summary.pdf

7. For a copy of *Leadership for Learning: Strengthening Policies on Education Leadership on Behalf of Illinois Schools* see http://education.illinoisstate.edu/downloads/csep/leadershipforlearning.pdf

8. Levine's 2005 study, *Educating School Leaders*, can be found at http://www.edschools.org/pdf/ESfinal313.pdf

9. After July 1, 2014, NCATE's name has been changed to the Council for the Accreditation of Educator Preparation.

10. A copy of the Commission's report, *School Leader Preparation: A Blueprint for Change,* can be found at http://www.ibhe.org/Academic%20Affairs/CSLP/default.htm

11. A copy of the *Illinois School Leader Task Force Report to the Illinois General Assembly* can be found at http://illinoisschoolleader.org/

12. A copy of the Center for the Study of Education Policy's white paper on Statewide *Data on the Supply and Demand of Principals in Illinois: Results of Illinois' New Principal*

Endorsement can be found at http://education.illinoisstate.edu/downloads/csep/Principal%20Preparation%20Supply%20Demand%20White%20Paper_USE%20THIS.pdf or http://www.isbe.net/prep-eval/pdf/prin_prep_supply_whitepaper-0313.pdf

13. A copy of the *Building a Seamless Learning Continuum: The Role of Leadership in Bridging the Gaps Between Early Childhood and K-12 Education Systems* can be found at http://leadershiplinc.illinoisstate.edu/downloads/FINAL_LINCreport.pdf. All reports and meeting materials related to LINC project and technical assistance provided to principal preparation programs can be found on the LINC website at: http://leadershiplinc.illinoisstate.edu/

14. Waters, Marzano, and McNulty (2003), *Balanced Leadership: What 30 Years of Research Tells Us About the Effect of Leadership on Student Achievement* can be found at: http://www.ctc.ca.gov/educator-prep/ASC/5031RR_BalancedLeadership.pdf

15. Leithwood, Louis, Anderson, and Wahlstrom (2004), *How Leadership Influences Student Learning* can be found at: http://www.wallacefoundation.org/knowledge-center/school-leadership/key-research/Pages/How-Leadership-Influences-Student-Learning.aspx

Appendices to Baron and Haller, *Lessons from Illinois*

Appendix A. Illinois Consortium for Education Leadership
Appendix B. IL-SAELP Executive Committee
Appendix C. IL-SAELP Consortium
Appendix D. Commission on School Leader Preparation in Illinois
Appendix E. Illinois School Leader Task Force
Appendix F. Leadership to Integrate the Learning Continuum (LINC) Advisory Group
Appendix G. School Leader Redesign Team Members
Appendix H Principal Preparation Steering Committee
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Appendix A to Baron and Haller, *Lessons from Illinois*

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Appendix B to Baron and Haller, *Lessons from Illinois*

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Appendix C to Baron and Haller, *Lessons from Illinois*

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Appendix C to Baron and Haller, *Lessons from Illinois*

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Appendix D to Baron and Haller, *Lessons from Illinois*

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Appendix D to Baron and Haller, *Lessons from Illinois*

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Appendix E to Baron and Haller, *Lessons from Illinois*

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JOHNSON, MICHAEL
Illinois Association of School Boards

KIEHNA, MARC
Regional Office of Education
Monroe and Randolph Counties

KNUPP, JANET
The Chicago Public Education Fund

KOCH, CHRIS
State Superintendent
Illinois State Board of Education

LEAHY, JASON
Illinois Principals Association

MAYS, JEFF
Illinois Business Roundtable

MEISNER-BERTAUSKI, DEBBIE
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MUELLER, PEG
Chicago Community Trust

MURPHY, JOHN
Illinois Council of Professors and Education Administration

MURPHY, PATRICK
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PERKINS, FAYE TERRELL
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PRASSE, DAVID
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RUTLEDGE, DIANE
Large Unit District Association

SMITH, MICHAEL
House of Representatives
IL General Assembly

WEINER, JOYCE
Ounce of Prevention Fund

WARD, GAIL
Chicago Public Schools

Appendix E to Baron and Haller, *Lessons from Illinois*

Illinois School Leader Task Force Membership

TASK FORCE STAFF:

DURFLINGER, NORM
Illinois State University

HOOD, LISA
Illinois State University

HUNT, ERIKA
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SEELBACH, MICHELE
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WILLIAMS, DENNIS
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Appendix F to Baron and Haller, *Lessons from Illinois*

LINC Advisory Members

Senator Pamela Althoff
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American Institutes for Research

Karen Craven
America's Edge

Senator Deanna Demuzio
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Representative Roger Eddy
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Ava Harston
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Kay Henderson
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Linda Hermes
Illinois Association for Family Child Care

Michelle Kaplan
Latino Policy Forum

Joanne Kelly
Illinois Department of Human Services

Marc Kiehna
Monroe/Randolph Regional Office of Education

Brenda Klostermann
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Xochitl Martirosyan
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Jan Maruna
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Debbie Meisner-Bertauski
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Appendix F to Baron and Haller, *Lessons from Illinois*

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McCormick Foundation

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Chicago Department of Child and Youth

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Erikson Institute

Elliot Regenstein
Education Counsel LLC

Kristen Richards
Governor's Office

Christopher Rosean
Chicago Public Schools

Diane Rutledge
Large Unit District Association

Linda Saterfield
Illinois Department of Human Services

Brian Schwartz
Illinois Principals Association

Jodi Scott
Henderson/Mercer/Warren
Regional Office of Education

LuAnn Shields
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Nancy Shier
Ounce of Prevention Fund

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National-Louis University

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Steve Tozer
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Illinois Alliance of Administrators
of Special Education

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LINC Staff:

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Illinois State University

Nancy Latham
Illinois State University

Diana Weekes
Illinois State University

Appendix F to Baron and Haller, *Lessons from Illinois*

LINC Advisory Members

Elizabeth Foste
Illinois State University

Appendix G to Baron and Haller, *Lessons from Illinois* **Illinois School Leader Redesign Team Members**

Representative/ Organization	Leadership Certification & Endorsements	District/Univ. Partnerships & Selection Process	School Leadership Standards	Residencies & Internships	Assessment of Candidates & Graduates
Co-Chair Private University	***Margaret Trybu***s, Concordia Univ.	***Jenny Tripses***, Bradley Univ.	***Cynthia Kuck***, Argosy Univ.	***June Grivetti***, St. Francis	***Kristine Servais***, North Central
Co-Chair Public University	***Scott Day***, U of I - Springfield	***Kathleen Brown***, IERC - SIUE	***Don Hackmann***, Univ. of Illinois	***Linda Morford***, Eastern IL Univ.	***Joe Pacha***, Illinois State Univ.
Higher Education Faculty	***Jim Harrington***, Dominican Univ. ***John Hunt***, SIUE ***Nick Osborne*** Eastern IL Univ.	***Antonette MacDonald***, Lewis Univ. ***Norma Salazar***, Chicago State	***Ted Purinton***, National Louis ***Carol Tolson***, St. Xavier Univ.	***Andrea Evans***, Northern IL Univ. ***Dean Halverson***, Western IL Univ. ***Don Kussmaul***, U of IL - Springfield ***Jim Rosborg***, McKendee Univ.	***Judith Docekal***, Loyola Univ. ***Jess House***, Western IL Univ. ***Linda Sloat***, Univ. of IL ***Velda Wright***, Lewis Univ.
ISBE Certification Board Member	***Tamara Smith***, Teacher Rep.	***Sheila Bowens***, Teacher Rep.			
Illinois School Leader Task Force Member	***Carlene Lutz***, IL Federation of Teachers ***John Murphy***, Northern IL Univ. ***Darlene Ruscitti***, DuPage ROE	***Judy Hacket***t, Northwest Suburban Special Ed Org. ***Marc Kiehna***, ROE 45	***Jason Leahy***, IL Principals Assoc. ***Mike Johnson***, IL Assoc. of School Boards	***Brent Clark***, IL Assoc. of School Administrators ***Alicia Haller***, Chicago Public Schools ***Diane Rutledge***, Large Unit Dist. Assoc.	***Rich Voltz***, IL Assoc. of School Administrators
Illinois Principals Association Member	***Brian Schwarts***, IPA General Counsel	***Sean German***, Argenta-Oreana ***Jim Schmid***, Waubonsie Valley		***Polly Dahlstrom***, Sherrad High School	***Paul Mikulcik***, IL Principals Assoc.
ISBE and IBHE Staff	***Linda Tomlinson*** (ISBE), ***Patrick Murphy*** (ISBE), ***Dennis Williams*** (ISBE), ***Debbie Meisner Bertauski*** (IBHE), ***Robert Hall*** (ISBE), and ***Michelle Seelbach*** (IBHE)				

Appendix H to Baron and Haller, *Lessons from Illinois*

Principal Preparation Steering Committee Organization Representation

ADVANCE ILLINOIS
CHICAGO PRINCIPALS AND ADMINISTRATORS ASSOCIATION
CHICAGO PUBLIC EDUCATION FUND
CHICAGO PUBLIC SCHOOLS
CONSORTIUM FOR EDUCATIONAL CHANGE
DUPAGE REGIONAL OFFICE OF EDUCATION
ED-RED
ILLINOIS ACTION FOR CHILDREN
ILLINOIS ASSOCIATION OF REGIONAL SUPERINTENDENTS OF SCHOOLS
ILLINOIS BUSINESS ROUNDTABLE
ILLINOIS EDUCATION ASSOCIATION
ILLINOIS MATH & SCIENCE ACADEMY
ILLINOIS PARENT TEACHER ASSOCIATION
ILLINOIS STATE ACTION FOR EDUCATION LEADERSHIP
ILLINOIS STATE UNIVERSITY
JOHN J. PERSHING WEST MIDDLE SCHOOL
LARAWAY SCHOOL DISTRICT 70C
LARGE UNIT DISTRICT ASSOCIATION
LEND AND SCOPE
LOYOLA UNIVERSITY CHICAGO, MIDWEST PRINCIPALS CENTER
MONROE AND RANDOLPH COUNTIES
NEW LEADERS FOR NEW SCHOOLS
OUNCE OF PREVENTION FUND
SOUTHERN ILLINOIS UNIVERSITY, ILLINOIS EDUCATION RESEARCH COUNCIL
THE CIVIC COMMITTEE OF THE COMMERCIAL CLUB OF CHICAGO
UNIVERSITY OF ILLINOIS
UNIVERSITY OF ILLINOIS AT CHICAGO
VOICES FOR ILLINOIS CHILDREN

Appendix I to Baron and Haller, *Lessons from Illinois*

Illinois School Leader Advisory Council (ISLAC) Members

STEVE TOZER
ISLAC CO-CHAIR
UNIVERSITY OF ILLINOIS AT CHICAGO

DIANE RUTLEDGE
ISLAC CO-CHAIR
LARGE UNIT DISTRICT ASSOCIATION

JO ANDERSON
CONSORTIUM FOR EDUCATIONAL CHANGE

HEATHER ANICHINI
THE CHICAGO PUBLIC EDUCATION FUND

HANNAH AUTEN
ILAC STUDENT REPRESENTATIVE
BENTON CONSOLIDATED HIGH SCHOOL

CARMEN AYALA
BERWYN NORTH SCHOOL DISTRICT 98

STEPHANIE BANCHERO
THE JOYCE FOUNDATION

STEPHANIE BERNOTEIT
ILLINOIS BOARD OF HIGHER EDUCATION

MAGGIE BLINN DINOVI
NEW LEADERS - CHICAGO

JEAN BUCKLEY
TRACY FAMILY FOUNDATION

JIM CARLSON
SENECA HIGH SCHOOL DISTRICT

REP. LINDA CHAPA LAVIA
ILLINOIS GENERAL ASSEMBLY

BENJAMIN CHURCHILL
COMMUNITY UNIT SCHOOL DISTRICT #300

BRENT CLARK
ILLINOIS ASSOCIATION OF SCHOOL ADMINISTRATORS

STEVEN COBB
QUINCY PUBLIC SCHOOL DISTRICT #172

MICHAEL DANTLEY
LOYOLA UNIVERSITY, CHICAGO

MIGUEL DEL VALLE
ILLINOIS P-20 COUNCIL

DARRELL ECHOLS
METEA VALLEY HIGH SCHOOL

JAN FITZSIMMONS
ASSOCIATED COLLEGES OF ILLINOIS/
NORTH CENTRAL COLLEGE

JENNIFER GILL
SPRINGFIELD SCHOOL DISTRICT #186

JUDITH HACKETT
NORTHWEST SUBURBAN SPECIAL EDUCATION ORGANIZATION

DEAN HALVERSON
WESTERN ILLINOIS UNIVERSITY

JESSICA HANDY
STAND FOR CHILDREN

HERSCHEL HANNAH
BLOOMINGTON SCHOOL DISTRICT #87

Appendix I to Baron and Haller, *Lessons from Illinois*

Illinois School Leader Advisory Council (ISLAC) Members

JASON HELFER
ILLINOIS STATE BOARD OF EDUCATION

ERIKA HUNT
ILLINOIS STATE UNIVERSITY

DIANE JACKMAN
EASTERN ILLINOIS UNIVERSITY

CLARICE JACKSON-BERRY
CHICAGO PRINCIPALS AND ADMINISTRATORS ASSOCIATION

LUANN KELLY
MIDWEST PRINCIPALS' CENTER

MAUREEN KINCAID
NORTH CENTRAL COLLEGE

JASON LEAHY
ILLINOIS PRINCIPALS ASSOCIATION

JEFF MAYS
ILLINOIS BUSINESS ROUNDTABLE

SENATOR KAREN MCCONNAUGHAY
ILLINOIS GENERAL ASSEMBLY

CHRIS MEHOCHKO
GRUNDY KENDALL ROE #24

KATHY SHAEVEL
ILLINOIS FEDERATION OF TEACHERS

PEGGY MUELLER
CHICAGO COMMUNITY TRUST

SESSY NYMAN
ILLINOIS ACTION FOR CHILDREN

MICHAEL POPP
EAST AURORA SCHOOL DISTRICT

REP. BOB PRITCHARD
ILLINOIS GENERAL ASSEMBLY

DARLENE RUSCITTI
DUPAGE REGIONAL OFFICE OF EDUCATION

HEATHER SCHILD
NAPERVILLE NORTH HIGH SCHOOL

JOE SHOFFNER
MCCLELLAN ELEMENTARY SCHOOL

SARA SLAUGHTER
MCCORMICK FOUNDATION

AUDREY SOGLIN
ILLINOIS EDUCATION ASSOCIATION

PEG STAEHLIN
ILLINOIS PARENT TEACHER ASSOCIATION

ROBIN STEANS
ADVANCE ILLINOIS

KHUSHI SINGH SURI
ISLAC STUDENT REPRESENTATIVE
PROVISO MATHEMATICS AND SCIENCE ACADEMY

LEN SUTTON
ILLINOIS STATE UNIVERSITY

DEVIN SWARTLEY
CHICAGO PUBLIC SCHOOLS

Appendix I to Baron and Haller, *Lessons from Illinois*

Illinois School Leader Advisory Council (ISLAC) Members

VICKI VANTUYLE
SOUTHERN ILLINOIS UNIVERSITY AT EDWARDSVILLE
(REPRESENTING ICPEA)

STEVE WEBB
GOREVILLE COMMUNITY UNIT SCHOOL DISTRICT #1

JOYCE WEINER
OUNCE OF PREVENTION

BRAD WHITE
ILLINOIS EDUCATION RESEARCH COUNCIL
SOUTHERN ILLINOIS UNIVERSITY AT EDWARDSVILLE

ISLAC STAFF:

LYNNE HAEFFELE
ILLINOIS STATE UNIVERSITY

ALICIA HALLER
ILLINOIS STATE UNIVERSITY

LISA HOOD
ILLINOIS STATE UNIVERSITY

KRISTINE SERVAIS
ILLINOIS STATE UNIVERSITY

ANNA FAZEKAS
LEE CHICAGO POLICY COHORT INTERN

Appendix J to Baron and Haller, *Lessons from Illinois*

Illinois Principal Preparation Redesign Timeline 2001-2014

2001	Illinois State University Center for the Study of Education Policy (CSEP) received The Wallace Foundation grant and established Illinois State Action for Education Leadership Project (IL-SAELP). Illinois Consortium for Education Leadership established to serve as an advisory council
2004 – March	CSEP issued "Leadership for Learning: Strengthening Policies on Education Leadership on Behalf of Illinois Schools," contained nearly three dozen (33) recommendations for state action to strengthen leadership for learning.
2004 – November	IL-SAELP Executive Committee established
2004 – November	IL-SAELP Consortium replaced the Illinois Consortium for Education Leadership and expanded it to over 120 members
2005 – August	Commission on School Leader Preparation convened by IBHE - Comprised of leaders from K-12 schools, colleges and universities, business and professional education organizations, ISBE & IBHE
2006 – August	Report presented to IBHE: *School Leader Preparation: A Blueprint for Change* Included 3 Major Goals: 1. Recruit Strategically 2. Focus Preparation Programs 3. Improve Statewide Assessment & Coordination
2007 – July	House Joint Resolution 66: Resolved that ISBE, IBHE, and the Office of the Governor shall jointly appoint a task force to recommend a sequence of strategic steps to implement improvements in school leader preparations in Illinois, based on, but not limited to, the measures detailed in *Blueprint for Change.*
2007 – October – 2008 – January	Illinois School Leader Task Force convened: Recommended *three primary instruments* for improving leadership 1. **State Policies** that set high standards for school leadership certification and align principal preparation, early career development, and distinguish principal recognition with those standards; 2. **Formal Partnerships** between school districts, institutions of higher education, and other qualified partners to support principal preparation and development; 3. **Refocused Principal Preparation Programs** committed to developing to rigorously assessing in aspiring principals the capacities that are most likely to improve student learning in PreK-12 schools.

Appendix J to Baron and Haller, *Lessons from Illinois*

Illinois Principal Preparation Redesign Timeline 2001-2014

2008 – May	Two-day conference sponsored by ISBE and IBHE for the Illinois School Leader Task Force Report - Stakeholders in higher education, professional organizations, and members of the Illinois School Leader Task Force attended to disseminate the Illinois School Leader Task Force Report.
2008 - August	Two-day conference for open discussions on the recommendations set forth by the Task Force report and to develop school leader redesign teams.
2008 – September	One-day meeting sponsored by ISBE and IBHE to convene the 5 School Leadership Redesign Teams. - School Leader Redesign Team members consisted of 50 representatives of public and private institutions of Higher Education, the IPA, IFT, IEA, Illinois School Board of Assoc., Regional Offices of Education, ICPEA, IASA, the Illinois School Leader Task Force, and ISBE, and IBHE staff members - 5 School Leader Redesign Teams researched and redrafted recommendations in alignment with the *School Leader Team Charges*.
2008 – October - November	One- day meeting in October and November sponsored by ISBE and IBHE to convene the 5 School Leadership Redesign Teams. (See September 2008 description above.)
2009 – January	Invited representatives for parents, special education, early childhood education, English Language Learners, from around the State of Illinois, as well as additional ISBE and IBHE staff to attend the 4th School Leader Redesign Team Meeting.
2009 – February	Brought together participants from the May and August conferences to present Draft recommended changes from School Leader Redesign Teams and Special Interest Representatives.
2009 – March-April	Leadership to Integrate the Learning Continuum (LINC) released its report, *Building a Seamless Learning Continuum, The Role of Leadership in Bridging the Gaps Between Early Childhood and K-12 Education Systems*. - Recommended that the new principal endorsement span from preK-grade 12 - Presented draft recommended changes to the School Leader Advisory Council - Informed Illinois Board of Higher Education of New Principal Preparation Model - HJR42 directed ISBE and IBHE to prepare legislative recommendations.
2009 – July-October	Eight regional meetings were held by ISBE and IBHE to gather feedback on draft Principal Preparation Model

Appendix J to Baron and Haller, *Lessons from Illinois*

Illinois Principal Preparation Redesign Timeline 2001-2014

2009 – September	Presented new draft requirements to Illinois Teacher Certification Board
2009 – October	ISBE and IBHE hold a legislative briefing on the Newly Defined Principal Preparation Program for Illinois for members of the General Assembly
2009 – November	Held one-day statewide conference to discuss next steps in planning principal preparation, as well as the review of the new Illinois Professional Teaching Standards.
2010 – March	One-day conference to provide update on the school leader preparation reform recommendations for Illinois.
2010 – June	Legislation signed into law—PA 096-0903, effective July 1, 2010
2010 – Sept. - Nov.	Rules released for public comment. Advance Illinois, Large Unit District Assoc., IBHE, ISBE, universities, and other stakeholder groups engage legislators in series of meetings to resolve questions about the rules.
2011	ISBE rules passed by Joint Committee on Administrative Rules (JCAR)
2012 – March	Principal Preparation Review Panel established in rules is convened
2012 – September	By September 1st, institution of higher education or not-for-profit entities may admit new candidates only to principal preparation programs that have been approved under new rules
2014	By June 1st, all programs for the preparation of principals must be approved under new program rules or cease operating
2014 – March	Revisions made to rules – Revised rules approved at ISBE board meeting
2014 – May	Revision made to statue - Legislation passed that allows educators with Type 73 certificate to enroll in Principal Endorsement Programs.
2014 – August	Legislation signed into law – PA 098-0872

Appendix J to Baron and Haller, *Lessons from Illinois*

Illinois Principal Preparation Redesign Timeline 2001-2014

2014 – 2015

Illinois School Leader Advisory Council (ISLAC) convened by the Illinois State Board of Education and the Illinois Board of Higher Education

- Six statewide meetings were held from Sept 2015 – July 2015;
- ISLAC members were broken into 5 study teams (Network Support, Partnerships, Program Cohesion, Quality Assurance, and Training and Support);
- ISLAC study teams were aided by national experts, research, and practitioners involved in principal preparation and development;
- The ISLAC final report, anticipated in October 2015, will include recommendations for implementation of a 5-year plan for supporting principal preparation and development in Illinois.

TAKING STOCK: ACHIEVEMENT GROWTH IN ILLINOIS UNDER NLBC | *Appendix E*

Taking Stock

March 2016

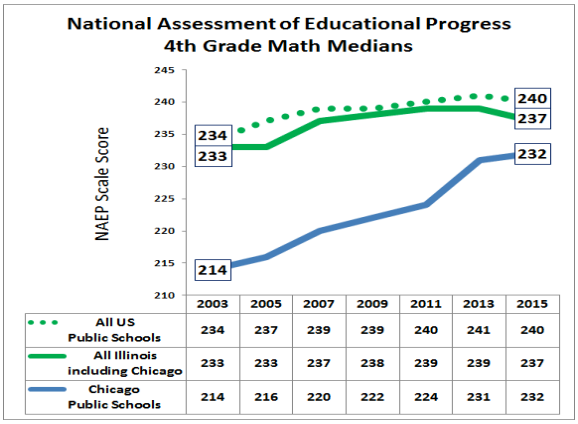
Paul Zavitkovsky
Denis Roarty
Jason Swanson

Center for Urban Education Leadership
University of Illinois at Chicago

For the full version of *Taking Stock*, Part 1, please visit:
http://urbanedleadership.org/what-we-do/research/

Parts 2 and 3 of *Taking Stock* will be available at this same location on March 18, 2016

ACHIEVEMENT IN ILLINOIS UNDER NO CHILD LEFT BEHIND



	2003	2005	2007	2009	2011	2013	2015
All US Public Schools	234	237	239	239	240	241	240
All Illinois including Chicago	233	233	237	238	239	239	237
Chicago Public Schools	214	216	220	222	224	231	232

Executive Summary

The promise of standards-based assessment under No Child Left Behind (NCLB) was that it would make test information more meaningful and useful for parents, educators and the public at large. But arbitrary grading and shoddy reporting practices destroyed the credibility of the Illinois Standards Achievement Test (ISAT) and created deep confusion about what standardized tests actually assess. In the end, reporting practices under NCLB made it harder than ever . . . even for insiders . . . to get a clear picture of what was actually going on.

This study clarifies achievement trends that occurred under NCLB, and explains why NCLB reporting practices made those trends so hard to see. It concludes by describing important contributions that new PARCC exams can make, and warns of new reporting problems that threaten to squander those contributions before they see the light of day.

Part 1 describes achievement trends in Illinois' elementary and middle school test population from 2001 through 2015:

- *Section 1 documents flattening achievement statewide and rising achievement in Chicago under NCLB, and illustrates why common explanations for both do not hold water.*
- *Section 2 describes regional differences in how achievement shifted under NCLB*
- *Section 3 provides evidence that, on average, the transition to middle school is having a negative impact on the achievement of early adolescents outside of Chicago*
- *Section 4 describes changes in third grade achievement in and out of Chicago among Illinois' three largest racial groups.*

Key findings elaborated in Part 1 include the following:

- *During most of the NCLB era, achievement growth in Chicago exceeded growth outside of Chicago among all racial sub-groups. Within each sub-group, achievement levels in Chicago now match or exceed those of comparable sub-groups in the rest of Illinois at all grade levels tested*
- *Regional gains in composite reading and math achievement at grades 3-8 were strongest in Chicago and the 6-county metropolitan area surrounding Chicago, and weakest in central and southern Illinois*
- *In Chicago, average growth over time proceeds fairly evenly from grade three through eight. Average achievement in the rest of Illinois slows markedly as students transition from intermediate grades 3-5 to middle school grades 6-8*
- *Statewide, the student populations that benefited least from improvements in instructional effectiveness under NCLB were Black and White students from low income households*

- *Recent stagnation of overall, statewide achievement has mostly resulted from decreasing enrollments and flattening achievement among White students from middle and upper income households*
- *Achievement growth among Latino students not identified as English Language Learners (ELL) consistently outpaced that of Black and White students. Failure to disaggregate students temporarily classified as ELL from Latino achievement reports masked and under-reported actual growth rates.*

Part 2 explores the alternative universe of reporting practices that distorted how test results were communicated under NCLB:

- *Section 5 shows how oversimplified reporting practices reinforced old stereotypes and missed important changes in achievement gaps that are commonly associated with race, family income and English language proficiency*
- *Section 6 describes how arbitrary "standard setting" obscured the close match between ISAT results and results of more highly regarded tests like the Measures of Academic Progress (MAP), National Assessment of Educational Progress (NAEP), ACT and, most recently, PARCC*
- *Section 7 looks more closely at what standardized test items actually assess and examines how very different tests end up producing close-to-identical results*
- *Section 8 explains why common NCLB diagnostic reports like "content strands," "item analysis" and "power standards" are mostly just packaging gimmicks that misrepresent and under-report what standardized tests actually assess*

Part 3 describes why PARCC assessments are better equipped than their predecessors to report meaningful, standards-based information, but warns of early evidence that this information may once again get squandered by a new generation of deeply inadequate reporting practices.

PART 1

RAISING THE PROFILE OF STATEWIDE ACHIEVEMENT TRENDS

Under the radar, evidence has been accumulating for close to a decade that standardized achievement is flattening statewide while achievement in Chicago has been steadily increasing.

Created in 1969, the National Assessment of Educational Progress (NAEP) is widely recognized by researchers, educators, policy makers and legislators as the "gold standard" for standards-based assessment in the United States. In October 2015, results from the NAEP generated a little more attention than usual in the national media. For the first time in 25 years, national averages dropped on three of the four tests reported. And average growth in the country's largest cities flattened after exceeding national growth rates for more than a decade.

For the most part, Illinois' major newspapers covered NAEP results with a single release from the Associated Press that focused on nationwide results. One exception was the Chicago *Tribune.* It used a Sunday editorial to congratulate Chicago students and teachers for bucking national trends and making stronger gains than statewide averages.

Springfield

SJR
The State Journal-Register

Suburban Chicagoland

Daily Herald

October 28, 2015

Math, reading scores slip for nation's school kids

Jennifer C. Kerr, The Associated Press

How did Illinois fare?

Grade 4, math—37% at or above proficient
Grade 4, reading—35% at or above proficient
Grade 8, math—32% at or above proficient
Grade 8, reading—35% at or above *proficient*

Washington—It's a not-so-rosy report card the nation's schoolchildren. Math scores slipped for fourth and eighth graders of the last two years and reading were not much better, flat for fourth graders and lower for eighth graders, according to the 2015 Nation's Report Card.

JournalStar

October 28, 2015

School report shows dip in math scores for 4th and 8th grade; reading slips for 8th, flat for 4th

By Jennifer C. Kerr of the Associated Press

Washington—It's a not-so-rosy report card the nation's schoolchildren. Math scores slipped for fourth and eighth graders of the last two years and reading were not much better . . .

Chicago Tribune

November 1, 2015

CPS makes the grade … but the nation's schools slip

The Nation's Report Card dished out encouraging news for Chicago Public Schools last week. CPS fourth- and eighth-graders are now performing on par or nearly so with many of their peers in math and reading on the benchmark national assessment test.

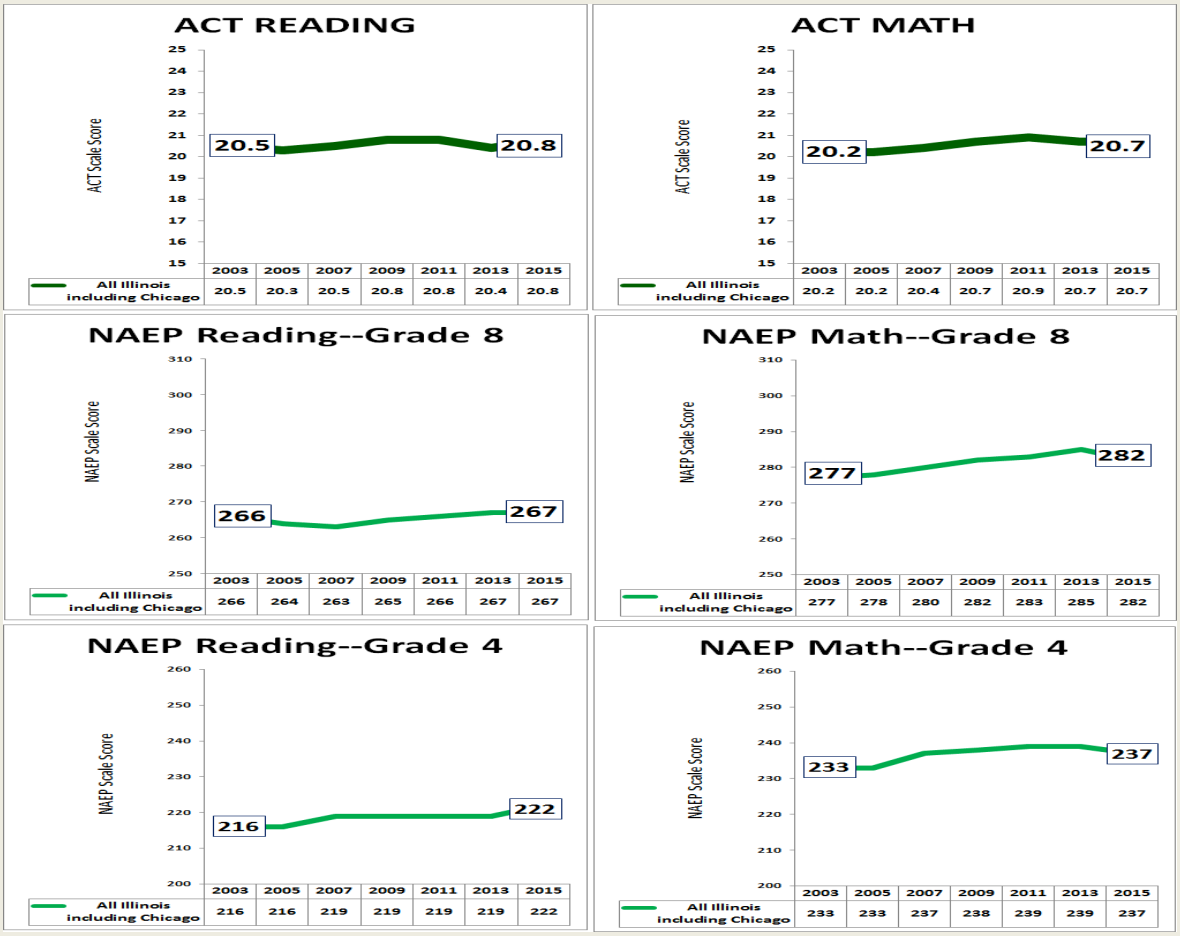
Missing from most public descriptions of 2015 NAEP results was an unsettling fact. Growth in statewide achievement was statistically flat in 2015 . . . just like it was in 2013, 2011, 2007 and 2005. Statistically flat means that small changes in statewide scoring between 2003 and 2015 could easily have been caused by normal testing variations and random errors.

Part 1 of *Taking Stock* takes a closer look at the factors that have contributed to flattening achievement in Illinois:

- Section 1 draws on achievement trends in Chicago and the six-county area surrounding Chicago to illustrate why common explanations do little to explain what has actually been going on.
- Section 2 describes regional difference in achievement trends that occurred in Illinois during the NCLB era
- Section 3 shows evidence that the transition to middle school is having a negative impact on the achievement of many early adolescents outside of Chicago
- Section 4 describes changes in third grade achievement in and out of Chicago among Illinois' three largest racial groups

Statewide Reading and Math Achievement under NCLB

Average Scale Scores over Time on NAEP and ACT Exams: 2003-2015



CROSSWALK OF REPORTING REQUIREMENTS FOR ILLINOIS SCHOOL LEADER CREDENTIALING PROGRAMS | *Appendix F*

-WORK IN PROGRESS-

Crosswalk of Adopted 2015 PSEL Standards, 2008 ISLLC Standards, Illinois Performance Standards for School Leaders and the Statewide Principal Evaluation Model Indicators, and Principal Preparation Internship State-Required Three Assessments[1]

	Standards for IL Principal Preparation Programs				Illinois Performance Standards for School Leaders	Default Principal Evaluation Indicators:
ADOPTED 2015 STANDARDS: Professional Standards for Educational Leaders (PSEL)	**ISLLC Standards 2008 (and indicators)**	**13 SREB Critical Success Factors (and 36 indicators)**	**Principal Prep Internship Three Assessments (required)**	**LINC Assessments (early childhood, ELL, and special education) (voluntary assessments used by many programs)**		
Standard 1. Mission, Vision, and Core Values Effective educational leaders develop, advocate, and enact a shared mission, vision, and core values of high-quality education and academic success and well-being of each student. Effective leaders: a) Develop an educational mission for the school to promote the academic success and well-being of each student. b) In collaboration with members of the school and the community and using relevant data, develop and promote a vision for the school on the successful learning and development of each child and on instructional and organizational practices that promote such success. c) Articulate, advocate, and cultivate core values that define the school's culture and stress the imperative of	**ISLLC 1. Develops, articulates, implements, and stewards a vision of learning, shared and supported by all stakeholders** --Collaboratively develop and implement a shared vision --Collect and use data to identify goals, assess organizational effectiveness, and promote organizational learning --Create and implement plans to achieve goals --Promote continuous and sustainable improvement --Monitor and evaluate progress and revise plans	**CSF 1.** Creates a focused mission and vision to improve student achievement 1a. working with teachers to implement curriculum that produces gains in student achievement as defined by the mission of the school. 1b. working with the administration to develop, define and/or adapt best practices based on current research that supports the school's vision. 1c. working with the faculty to develop, define, and/or adapt best practices, based on current research, that support the school's vision. 1d. assisting with	**Assessment # 1 –** Demonstrate a comprehensive understanding and performance in data analysis, school improvement, and conducting the SIP process (to the extent possible). **Focus Area: 1.1 –** Explain the purpose of the SIP and its relationship to the school's vision in a presentation to a group of stakeholders (e.g., at a faculty meeting, department meeting, parent group, community group, etc).		**IPSSL 1. Living a Mission and Vision Focused on Results**: The principal works with the staff and community to build a shared mission, and vision of high expectations that ensures all students are on the path to college and career readiness, and holds staff accountable for results a. Coordinates efforts to create and implement a vision for the school and defines desired results and goals that align with the overall school vision and lead to student improvement for all learners b. Ensures that the school's identity, vision, and mission drive school decisions c. Conducts difficult but crucial conversations with individuals, teams, and	a. Collaborates to Develop and Maintain a Shared Vision of High Expectations b. Ensures vision and mission drive school decisions & Confronts Low Expectations c. Conducts difficult Conversations to Improve Student

[1] Currently, the Illinois School Code requires that each approved principal endorsement program will "meet the Educational Leadership Policy Standards: Interstate School Leaders Licensure Consortium (ISLLC) 2008, adopted by the National Policy Board for Educational Administration…" Because the new national Professional Standards for Educational Leaders (PSEL) were created in 2015 to replace the ISLLC standards, it is expected that the Illinois School Code will be changed to reflect this development. This Crosswalk includes both sets of standards.

child-centered education; high expectations and student support; equity, inclusiveness, and social justice; openness, caring, and trust; and continuous improvement. d) Strategically develop, implement, and evaluate actions to achieve the vision for the school. e) Review the school's mission and vision and adjust them to changing expectations and opportunities for the school, and changing needs and situations of students. f) Develop shared understanding of and commitment to mission, vision, and core values within the school and the community. g) Model and pursue the school's mission, vision, and core values in all aspects of leadership. **Standard 10 – School Improvement** Effective educational leaders act as agents of continuous improvement to promote each student's academic success and well-being. Effective leaders: a) Seek to make school more effective for each student, teachers and staff, families, and the community. b) Use methods of continuous improvement to achieve the vision, fulfill the mission, and promote the core values of the		transitional activities for students as they progress to higher levels of placement (e.g., elementary to middle, middle to high school, high school to higher education). **CSF 8.** Understands the change process and has the leadership and facilitation skills to manage change effectively 8a. working with faculty and staff in professional development activities. 8b. inducting and/or mentoring new teaching staff. 8c. building a "learning community" that includes all stakeholders.			staff based on student performance data in a timely manner for the purpose of enhancing student learning and results	Results

school. c) Prepare the school and the community for improvement, promoting readiness, an imperative for improvement, instilling mutual commitment and accountability, and developing the knowledge, skills, and motivation to succeed in improvement. d) Engage others in an ongoing process of evidence-based inquiry, learning, strategic goal setting, planning, implementation, and evaluation for continuous school and classroom improvement. e) Employ situationally-appropriate strategies for improvement, including transformational and incremental, adaptive approaches and attention to different phases of implementation. f) Assess and develop the capacity of staff to assess the value and applicability of emerging educational trends and the findings of research for the school and its improvement. g) Develop technically appropriate systems of data collection, management, analysis, and use, connecting as needed to the district office and external partners for support in planning, implementation, monitoring, feedback, and evaluation. h) Adopt a systems perspective and promote coherence among improvement efforts and all						

aspects of school organization, programs, and services. i) Manage uncertainty, risk, competing initiatives, and politics of change with courage and perseverance, providing support and encouragement, and openly communicating the need for, process for, and outcomes of improvement efforts. j) Develop and promote leadership among teachers and staff for inquiry, experimentation and innovation, and initiating and implementing improvement.						
Standard 3. Equity and Cultural Responsiveness. Effective educational leaders strive for equity of educational opportunity and culturally responsive practices to promote each student's academic success and well-being. Effective leaders: a) Ensure that each student is treated fairly, respectfully, and with an understanding of each student's culture and context. b)Recognize, respect, and employ each student's strengths, diversity, and culture as assets for teaching and learning. c) Ensure that each student has equitable access to effective teachers, learning opportunities, academic and social support, and other resources necessary for success.	**ISLLC 2. Advocates, nurtures, and sustains a school culture and instructional program conducive to student learning and staff professional growth** --Nurture and sustain a culture of collaboration, trust, learning, and high expectations --Create a comprehensive, rigorous and coherent curricular program --Create a personalized and motivating learning environment for students --Supervise instruction --Develop assessment and accountability systems to monitor student progress --Develop the instructional and leadership capacity of	**CSF 2.**Sets high expectations for all students to learn higher-level content 2a. developing/overseeing academic recognition programs that acknowledge and celebrate student's success at all levels of ability. 2b. activities resulting in raising standards and academic achievement for all students and teachers. 2c. authentic assessments of student work through the use and/or evaluation of rubrics, end of course tests, projects. **CSF. 3.** Recognizes	**Assessment # 1 –** Demonstrate a comprehensive understanding and performance in data analysis, school improvement, and conducting the SIP process (to the extent possible). **Focus Area: 1.2 –** Analyze and review data, including but not limited to, state test results, and work with a faculty group/team to identify areas for improvement and interventions, with particular attention given to NCLB subgroups and low performing students. **Focus Area: 1.3 –** Work with faculty or faculty teams to create, implement, and formatively evaluate a school improvement action plan. **Focus Area: 1.4 –**Work	a.Use student data to work collaboratively with teachers to modify curriculum and instructional strategies to meet the needs of each student, including ELLs and students with disabilities, and to incorporate the data into	**IPSSL 3 – Improving Teaching and Learning -** The principal works with the school staff and community to develop a research-based framework for effective teaching and learning that is refined continuously to improve instruction for all students. a. Works with and engages staff in the development and continuous refinement of a shared vision for effective teaching and learning by implementing a standards based curriculum, relevant to student needs and interests, research-based effective practice, academic rigor, and high expectations for student performance in every classroom. b. Creates a continuous improvement cycle that uses multiple forms of data and student work	a. Implements Curricular Scope and Sequence & Reviews Instructional Practices b. Implements Data Driven Decision Making c. Uses Disaggregated Data d. Selects and Assigns Effective Teachers & Retains Effective Teachers

d)Develop student policies and address student misconduct in a positive, fair, and unbiased manner. e) Confront and alter institutional biases of student marginalization, deficit-based schooling, and low expectations associated with race, class, culture and language, gender and sexual orientation, and disability or special status. f) Promote the preparation of students to live productively in and contribute to the diverse cultural contexts of a global society. g)Act with cultural competence and responsiveness in their interactions, decision making, and practice. h)Address matters of equity and cultural responsiveness in all aspects of leadership. **Standard 4 – Curriculum, Instruction, and Assessment** Effective educational leaders develop and support intellectually rigorous and coherent systems of curriculum, instruction, and assessment to promote each student's academic success and well-being. Effective leaders: a) Implement coherent systems of curriculum, instruction, and assessment that promote the mission, vision, and core values of the school, embody high expectations for student learning, align with	staff --Maximize time spent on quality instruction --Promote the use of the most effective and appropriate technologies to support teaching and learning --Monitor and evaluate the impact of the instructional program.	and encourages implementation of good instructional practices that motivate and increase student achievement 3a. using a variety of strategies to analyze and evaluate the quality of instructional practices being implemented in a school. 3b. working with teachers to select and implement appropriate instructional strategies that address identified achievement gaps. 3c. working on a school team to prioritize standards and map curriculum in at least one content area across all grade levels of the school. 3d. working with a group of teachers to unwrap adopted standards and develop assignments and assessments aligned with the standards. 3e. working with a school team to monitor implementation of an adopted curriculum. 3f. involvement in the work of literacy and numeracy task forces. 3g. working with curriculum that is interdisciplinary and	with faculty or faculty teams to gather and examine data to assess progress on the SIP and made recommendations for improvements or modifications to the SIP for the following year. **Assessment #2** Demonstrate comprehensive understanding and performance in conducting teacher hiring, evaluation, and professional development **Focus Area: 2.2** Conduct a full cycle of clinical supervision, including a pre-conference, conference, and post-conference. Write a summary utilizing actual notes, observations, discussion, forms, and student achievement data providing feedback to the teacher. Provide examples of interventions and support needed for the non-tenured or struggling teacher. **Focus Area: 2.3** In conjunction with stakeholders lead in the development of a professional development plan for a school building that included: (1) data analysis (reviewed in Focus Area 1.2); (2) multiple options for teacher development; and (3) a method for evaluating the plan leading to school improvement. **Focus Area: 3.1 –** Investigate, define, and delineate the systems and	the School Improvement Plan f. Analyze and use student information to design instruction that meets the diverse needs of students and leads to ongoing growth and development of all students. g. Recognize the individual needs of students and work with special education and bilingual education teachers to develop school support systems so that teachers can differentiate strategies, materials, pace, levels of complexity, and language to introduce concepts and principles so that they are meaningful to students at varying levels of development and to students with diverse learning needs.	samples to support individual, team, and school-wide improvement goals, identify and address areas of improvement and celebrate successes c. Implements student interventions that differentiate instruction based on student needs d. Selects and retains teachers with the expertise to deliver instruction that maximizes student learning e. Evaluates the effectiveness of teaching and holds individual teachers accountable for meeting their goals by conducting frequent formal and informal observations in order to provide timely, written feedback on instruction, preparation and classroom environment as part of the district teacher appraisal system. f. Ensures the training, development, and support for high-performing instructional teacher teams to support adult learning and development to advance student learning and performance g. Supports the system for providing data-driven professional development and sharing of effective practice by thoughtfully providing and protecting staff time intentionally allocated for this purpose	e. Observes Staff and Gives Feedback; Evaluates Staff f. Develops an Instructional Team g. Implements Professional Learning h. Promotes Growth of Technology a. Links Aspirations to College and Career Opportunities & Develops a Student Goal Setting Process b. Translates the School Values into Specific Behaviors & Develops a Code of Conduct c. Creates a Culture That Supports Social Emotional Learning & Effective Effort

academic standards, and are culturally responsive. b) Align and focus systems of curriculum, instruction, and assessment within and across grade levels to promote student academic success, love of learning, the identities and habits of learners, and healthy sense of self. c) Promote instructional practice that is consistent with knowledge of child learning and development, effective pedagogy, and the needs of each student. d) Ensure instructional practice that is intellectually challenging, authentic to student experiences, recognizes student strengths, and is differentiated and personalized. e) Promote the effective use of technology in the service of teaching and learning. f) Employ valid assessments that are consistent with knowledge of child learning and development and technical standards of measurement. g) Use assessment data appropriately and within technical limitations to monitor student progress and improve instruction.		provides opportunities for students to apply knowledge in various modalities across the curriculum. **CSF 4.** Creates a school where faculty and staff understand that every student counts— 4a. working with staff to identify needs of all students. 4b. collaborating with adults from within the school and community to provide mentors for all students. 4c. engaging in activities designed to increase parental involvement. 4d. engaging in parent/student/school collaborations that develop long-term educational plans for students. **CSF 5.** Uses data to initiate and continue improvement in school and classroom practices 5a. analyzing data (including standardized test scores, teacher assessments, psychological data, etc.) to develop/refine instructional activities and set instructional goals. 5b. facilitating data disaggregation for use by faculty and other stakeholders.	factors within the internship school for advocating, nurturing, and sustaining a culture of collaboration, trust, learning, and high expectations and a personalized and motivating learning environment for students. **Focus Area: 3.3 –** State the mission of the school. Determine and analyze the different systems that exist within the school to fulfill the school's mission (i.e. instructional: curriculum, assessment, technology, class structure; and management: discipline plan; attendance; maintenance; transportation, etc.). Choose one instructional and one management system; create an assessment tool that was used to rate the two systems. Finally, develop recommendations for improvement of aspects of the two systems that need improvement and report the findings to the internship principal.		h. Advances Instructional Technology within the learning environment **IPSSL 6 CREATING AND SUSTAINING A CULTURE OF HIGH EXPECTATIONS**—The principal works with staff and community to build a culture of high expectations and aspirations for every student by setting clear staff and student expectations for positive learning behaviors and by focusing on students' social-emotional learning a. Builds a culture of high aspirations and achievement for every student b. Requires staff and students to demonstrate consistent values and positive behaviors aligned to the school's vision and mission c. Leads a school culture and environment that successfully develops the full range of students' learning capacities-academic, creative, social-emotional, behavioral and physical.	

		CSF 9. Understands concepts of adult learning and provide sustained professional development that benefits students 9a. study groups, problem-solving sessions and/or ongoing meetings to promote student achievement. 9b. scheduling, developing and/or presenting professional development activities to faculty that positively impact student achievement. **CSF 13.** Is a life-long learner continuously learning and seeking out colleagues to keep abreast of new research and proven practices 13a. working with faculty to implement research-based instructional practices. 13b. working with professional groups and organizations.				
Standard 9 – Operations and Management Effective educational leaders manage school operations and resources to promote each student's academic success and well-being. Effective leaders: a) Institute, manage, and monitor operations and administrative systems that promote the mission and vision of the school. b) Strategically manage staff	**ISLLC 3. Manages the school, its operations and resources for a safe, efficient, and effective learning environment** --Monitor and evaluate the management and operational systems --Obtain, allocate, align, and efficiently utilize human, fiscal, and technological resources	**CSF 10.** Uses and organizes time in innovative ways to meet the goals of school improvement 10a. scheduling of classroom and/or professional development activities in a way that provides meaningful time for school improvement activities. 10b. scheduling time to provide struggling	**Assessment #2** Demonstrate comprehensive understanding and performance in conducting teacher hiring, evaluation, and professional development. **Focus Area: 2.1** Participate in the hiring process including, at a minimum: creation of a job description; creation of interview questions and assessment rubric; participation in		**IPSSL. 2. Leading and Managing Systems Change:** The principal creates and implements systems to ensure a safe, orderly, and productive environment for student and adult learning toward the achievement of school and district improvement priorities a. Develops, implements, and monitors the outcomes of the school improvement	a.Assesses the Current State of School Performance & Develops a School Improvement Plan & Maintains a Focus on Result

resources, assigning and scheduling teachers and staff to roles and responsibilities that optimize their professional capacity to address each student's learning needs. c) Seek, acquire, and manage fiscal, physical, and other resources to support curriculum, instruction, and assessment; student learning community; professional capacity and community; and family and community engagement. d) Are responsible, ethical, and accountable stewards of the school's monetary and non-monetary resources, engaging in effective budgeting and accounting practices. e) Protect teachers' and other staff members' work and learning from disruption. f) Employ technology to improve the quality and efficiency of operations and management. g) Develop and maintain data and communication systems to deliver actionable information for classroom and school improvement. h) Know, comply with, and help the school community understand local, state, and federal laws, rights, policies, and regulations so as to promote student success. i) Develop and manage relationships with feeder and connecting schools for enrollment management and curricular and instructional	--Promote and protect the welfare and safety of students and staff --Develop the capacity for distributed leadership --Ensure teacher and organizational time is focused to support quality instruction and student learning	students with the opportunity for extra support (e.g., individual tutoring, small-group instruction, extended-block time) so that they may have the opportunity to learn to mastery. **CSF 11** Acquires and use resources wisely 11a. writing grants or developing partnerships that provide needed resources for school improvement. 11b. developing schedules that maximize student learning in meaningful ways with measurable success.	interviews for the position; recommendation of the candidate to hire with rationale and data to support the selection; and preparation of letters of rejection for candidates who were not selected. **2.2** Conduct a full cycle of clinical supervision, including a pre-conference, conference, and post-conference. Write a summary utilizing actual notes, observations, discussion, forms, and student achievement data providing feedback to the teacher. Provide examples of interventions and support needed for the non-tenured or struggling teacher. **Focus Area: 3.2 –** Review the school's budget and other school resources with the internship principal. Detail how the resources are typically used; how the resources could be evaluated for adequacy; assessed for effectiveness and efficiency; and gave recommendations for improvement. Address specifically the impact of the budget on subgroups such as special education, ELL, and low socio-economic students. Present recommendations for improvement to a faculty or faculty group for input in the budget development process.	e. Proactively serve all students and their families with equity and honor and advocate on their behalf, ensuring an opportunity to learn and the well-being of each child in the classroom.	plan and school wide student achievement data results to improve student achievement b. Creates a safe, clean and orderly learning environment c. Collaborates with staff to allocate personnel, time, material, and adult learning resources appropriately to achieve the school improvement plan targets d. Employs current technologies	b. Builds, evaluates and develops a team of educators and support staff to ensure the learning environment is safe, clean, and orderly c.Allocates Resources to Support Student Learning

articulation. j) Develop and manage productive relationships with the central office and school board. k) Develop and administer systems for fair and equitable management of conflict among students, faculty and staff, leaders, families, and community. l) Manage governance processes and internal and external politics toward achieving the school's mission and vision. **Standard 6 – Professional Capacity of School Personnel** Effective educational leaders develop the professional capacity and practice of school personnel to promote each student's academic success and well-being. Effective leaders: a) Recruit, hire, support, develop, and retain effective and caring teachers and other professional staff and form them into educationally effective faculty. b) Plan for and manage staff turnover and succession, providing opportunities for effective induction and mentoring of new personnel. c) Develop teachers' and staff members' professional knowledge, skills, and practice through differentiated opportunities for learning and growth, guided by understanding of professional and adult						

learning and development. d) Foster continuous improvement of individual and collective instructional capacity to achieve outcomes envisioned for each student. e) Deliver actionable feedback about instruction and other professional practice through valid, research-anchored systems of supervision and evaluation to support the development of teachers' and staff members' knowledge, skills, and practice. f) Empower and motivate teachers and staff to the highest levels of professional practice and to continuous learning and improvement. g) Develop the capacity, opportunities, and support for teacher leadership and leadership from other members of the school community. h) Promote the personal and professional health, well-being, and work-life balance of faculty and staff. i) Tend to their own learning and effectiveness through reflection, study, and improvement, maintaining a healthy work-life balance.						
Standard 5 – Community of Care and Support for Students Effective educational leaders cultivate an inclusive, caring, and supportive school community that promotes the academic success and	**ISLLC 4. Collaborates with faculty and community members, responds to diverse community interests and needs, and mobilizes community resources** --Collect and analyze data	**CSF 6.** Effectively communicates to keep everyone informed and focused on student achievement 6a. analyzing and communicating school progress and school	**Assessment # 3 –** Demonstrate comprehensive understanding and performance in conducting school-wide management of personnel, resources, and systems for adequacy and equity.		**IPSSL. 4. Building and Maintaining Collaborative Relationships**: The principal creates a col-laborative school community where the school staff, families, and	

well-being of each student. Effective leaders: a) Build and maintain a safe, caring, and healthy school environment that meets that the academic, social, emotional, and physical needs of each student. b)Create and sustain a school environment in which each student is known, accepted and valued, trusted and respected, cared for, and encouraged to be an active and responsible member of the school community. c) Provide coherent systems of academic and social supports, services, extracurricular activities, and accommodations to meet the range of learning needs of each student. d)Promote adult-student, student-peer, and school-community relationships that value and support academic learning and positive social and emotional development. e) Cultivate and reinforce student engagement in school and positive student conduct. f) Infuse the school's learning environment with the cultures and languages of the school's community. **Standard 7 – Professional Community for Teachers and Staff** Effective educational leaders foster a professional community of teachers and other professional staff to promote each student's	and information pertinent to the educational environment --Promote understanding, appreciation, and use of the community's diverse, cultural, social, and intellectual resources --Build and sustain positive relationships with families and caregivers --Build and sustain productive relationships with community partners	achievement to teachers, parents and staff. 6b. gathering feedback regarding the effectiveness of personal communication skills. **CSF 12.** Obtains support from central office, community and parent leaders to champion the school improvement agenda 12a. working with faculty to communicate with school board and community stakeholders in a way that supports school improvement. 12b. working with faculty, parents and community to build collaboration and support for the school's agenda. **CSF 7.** Partners with parents to create a structure for parent and educator collaborations for increased student achievement 7a. working in meaningful relationships with faculty and parents to develop action plans for student achievement.	**Focus Area: 3.1 –** Investigate, define, and delineate the systems and factors within the internship school for advocating, nurturing, and sustaining a culture of collaboration, trust, learning, and high expectations and a personalized and motivating learning environment for students.	h.Evaluate a school to ensure the use of a wide range of printed, visual, or auditory materials and online resources appropriate to the content areas and the reading needs and levels of each student (including ELLs, students with disabilities, and struggling and advanced readers) i. In conjunction with special education and bilingual education teachers identify and select assessment strategies and devices that are nondiscriminatory to be used by the school, and take into consideration the impact of disabilities, methods of communication, cultural, background, and primary language on measuring knowledge and performance of students leading to school improvement. j. Work with teachers to develop a plan that focuses on the needs of the school to support services required to meet individualized instruction for students with special needs (i.e., students with IEPs, IFSPs, or Section 504 plans, ELLs, and students identified as gifted)	community interact regularly and share ownership for the success of the school a. Creates, develops and sustains relationships that result in active student engagement in the learning process b. Utilizes meaningful feedback of students, staff, families, and community in the evaluation of instructional programs and policies c. Proactively engages families and communities in supporting their child's learning and the school's learning goals d. Demonstrates an understanding of the change process and uses leadership and facilitation skills to manage it effectively	a. Builds On-going Relationships b. Includes Multiple Voices and Perspectives c. Engages Families d. Builds Capacity to Manage Change & Demonstrates Personal Resolve and Response to Challenges

academic success and well-being. Effective leaders: a) Develop workplace conditions for teachers and other professional staff that promote effective professional development, practice, and student learning. b) Empower and entrust teachers and staff with collective responsibility for meeting the academic, social, emotional, and physical needs of each student, pursuant to the mission, vision, and core values of the school. c) Establish and sustain a professional culture of engagement and commitment to shared vision, goals, and objectives pertaining to the education of the whole child; high expectations for professional work; ethical and equitable practice; trust and open communication; collaboration, collective efficacy, and continuous individual and organizational learning and improvement. d) Promote mutual accountability among teachers and other professional staff for each student's success and the effectiveness of the school as a whole. e) Develop and support open, productive, caring, and trusting working relationships among leaders, faculty, and staff to promote professional capacity and the improvement of						

practice. f) Design and implement job-embedded and other opportunities for professional learning collaboratively with faculty and staff. g) Provide opportunities for collaborative examination of practice, collegial feedback, and collective learning. h) Encourage faculty-initiated improvement of programs and practices.						

Standard 2 – Ethics and Professional Norms Effective educational leaders act ethically and according to professional norms to promote each student's academic success and well-being. Effective leaders: a) Act ethically and professionally in personal conduct, relationships with others, decision-making, stewardship of the school's resources, and all aspects of school leadership. b) Act according to and promote the professional norms of integrity, fairness, transparency, trust, collaboration, perseverance, learning, and continuous improvement. c) Place children at the center of education and accept responsibility for each student's academic success and well-being. d) Safeguard and promote the values of democracy, individual freedom and responsibility, equity, social justice, community, and diversity. e) Lead with interpersonal and communication skill, social-emotional insight, and understanding of all students' and staff members' backgrounds and cultures. f) Provide moral direction for the school and promote ethical and professional behavior among faculty and	**ISLLC 5. Acts with integrity, fairness, and in an ethical manner** --Ensure a system of accountability for every student's academic and social success --Model principals of self-awareness, reflective practice, transparency, and ethical behavior --Safeguard the values of democracy, equity, and diversity --Consider and evaluate the potential moral and legal consequences of decision-making --Promote social justice and ensure that individual student needs inform all aspects of schooling		**Assessment # 1 –** Demonstrate a comprehensive understanding and performance in data analysis, school improvement, and conducting the SIP process (to the extent possible). **Focus Area: 1.2 –** Analyze and review data, including but not limited to, state test results, and work with a faculty group/team to identify areas for improvement and interventions, with particular attention given to NCLB subgroups and low performing students. **Focus Area: 3.2 –** Review the school's budget and other school resources with the internship principal. Detail how the resources are typically used; how the resources could be evaluated for adequacy; assessed for effectiveness and efficiency; and gave recommendations for improvement. Address specifically the impact of the budget on subgroups such as special education, ELL, and low socio-economic students. Present recommendations for improvement to a faculty or faculty group for input in the budget development process.		**IPSSL. 5. Leading with Integrity and Professionalism**: The principal works with the school staff and community to create a positive context for learning by ensuring equity, fulfilling professional responsibilities with honesty and integrity, and serving as a model for the professional behavior of others a. Treats all people fairly, equitably, and with dignity and respect b. Demonstrates personal and professional standards and conduct that enhance the image of the school and the educational profession. Protects the rights and confidentiality of students and staff c. Creates and supports a climate that values, accepts and understands diversity in culture and point of view	a. Models equity and dignity b. Protects Rights and Confidentiality c. Recognizes the Strengths of a Diverse Population

staff						
Standard 8 – Meaningful Engagement of Families and Communities Effective educational leaders engage families and the community in meaningful, reciprocal, and mutually beneficial ways to promote each student's academic success and well-being. Effective leaders: a) Are approachable, accessible, and welcoming to families and members of the community. b) Create and sustain positive, collaborative, and productive relationships with families and the community for the benefit of students. c) Engage in regular and open two-way communication with families and the community about the school, students, needs, problems, and accomplishments. d) Maintain a presence in the community to understand its strengths and needs, develop productive relationships, and engage its resources for the school. e) Create means for the school community to partner with families to support student learning in and out of school. f) Understand, value, and employ the community's cultural, social, intellectual, and political resources to promote student learning and school improvement. g) Develop and provide the	**ISLLC 6. Understands, responds to, and influences the larger political, social, economic, legal, and cultural context** --Advocate for children, families and caregivers --Act to influence local, district, state, and national decisions affecting student learning --Assess, analyze, and anticipate emerging trends and initiatives in order to adapt leadership strategies	**CSF 13.** Is a life-long learner continuously learning and seeking out colleagues to keep abreast of new research and proven practices 13a. working with faculty to implement research-based instructional practices. 13b. working with professional groups and organizations.				

school as a resource for families and the community. h) Advocate for the school and district, and for the importance of education and student needs and priorities to families and the community. i) Advocate publicly for the needs and priorities of students, families, and the community. j) Build and sustain productive partnerships with public and private sectors to promote school improvement and student learning.						

REFERENCES AND SELECTED BIBLIOGRAPHY | *Appendix G*

NOTE: As indicated in the ISLAC Final Report, the most comprehensive research base for the findings in this report is The Research Base Supporting the ELCC Standards, edited by Michelle D. Young and Hanne Mawhinny for the University Council for Educational Administration in 2012. Some but not all of the references below are found in that volume.

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