

FINAL REPORT

**HJR 20/SJR 58 COMMISSION TO REVIEW, STUDY AND
REFORM EDUCATIONAL LEADERSHIP**

TO THE GOVERNOR AND THE GENERAL ASSEMBLY



2004

Commonwealth of Virginia

HJR 20/SJR 58 COMMISSION TO REVIEW, STUDY AND REFORM EDUCATIONAL LEADERSHIP

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EXECUTIVE SUMMARY
HJR 20/SJR 58 COMMISSION TO REVIEW, STUDY AND
REFORM EDUCATIONAL LEADERSHIP

Adopted by the 2002 Session of the General Assembly, HJR 20/SJR 58 established a two-year, 21-member commission to "review, study and reform educational leadership." Acknowledging that "effective leadership is inextricably linked to excellence in public education and student academic achievement in our public schools," the resolutions cite the Standards of Accreditation designation of the principal as the "instructional leader of the school ...[who is] responsible for effective school management that promotes positive student achievement, a safe and secure environment in which to teach and learn, and efficient use of resources."

Supporting the commission's study was one of only 15 National State Action for Educational Leadership Project (SAELP) grants from the Wallace Reader's Digest Funds, sought by and awarded to the Commonwealth and implemented in cooperation with the Commonwealth Educational Policy Institute (CEPI) at Virginia Commonwealth University in January 2002 on behalf of the Department of Education and the Commonwealth. The three-year grants of \$250,000 each to 15 states were to support research and policy development to aid the preparation of principals and superintendents.

Pursuant to HJR 20 and SJR 58, the General Assembly assigned the 21-member commission a number of responsibilities, specifically, to "(i) evaluate the policy environment for educational leadership; (ii) propose necessary statutory amendments or changes based on research, surveys, analysis and review of pertinent laws, guidelines, policies, regulations and practices; (iii) communicate regularly to the Board of Education any relevant findings with recommendations for needed regulatory action; and (iv) provide a forum for educational leaders to report to the commission the challenges of, and impact on, their work." The commission was to submit an interim report of its findings and recommendations to the Governor and the 2003 Session of the General Assembly, and is to complete its work by November 30, 2003, and submit its final written findings and recommendations to the 2004 Session of the General Assembly.

The Commission met five times in 2002, receiving testimony from school administrators, education experts, and representatives of state and national education leadership organizations. The Commission's 2003 Interim Report, House Document No. 14, included six recommendations:

Recommendation 1: *That the Board of Education, by October 1, 2003, examine and revise its administrative licensure requirements to ensure alignment with the evaluation criteria for principals, administrators, and central office instructional personnel as set forth in the Board's Guidelines for Uniform Performance Standards and Evaluation Criteria for Teachers, Administrators and Superintendents.*

Recommendation 2: *That the Board of Education and the State Council of Higher Education coordinate to ensure that the performance and leadership standards described in the Board's*

Guidelines for Uniform Performance Standards and Evaluation Criteria for Teachers, Administrators, and Superintendents are reflected in preparation and training programs for principals and superintendents in institutions of higher education.

- **This recommendation was supported by HJR 608 (Hamilton), which was passed by the 2003 Session.**

Recommendation 3: *That the Board of Education and the State Council of Higher Education develop guidelines for mentorships for administrators within approved administrator training programs.*

Recommendation 4: *That approved higher education programs, in collaboration with school divisions, develop and implement models for internships for aspiring principals and assistant principals.*

Recommendation 5: *That the Board of Education review its regulations as may be necessary to incorporate an alternative licensure route for principals and assistant principals that recognizes the various and particular skills required for the particular functions of such positions as well as potential alternative sources of training for such licensure.*

Recommendation 6: *That, recognizing that personnel decisions such as hiring and termination of personnel are administrative, not policy, decisions, Article VIII, Section 7, of the Virginia Constitution be amended to authorize the General Assembly to provide by law for the delegation of school board authority over the hiring and termination of instructional personnel.*

- **This recommendation was supported by HJ 570, (Hamilton), which was tabled by the House Committee on Privileges and Elections (21-Y 0-N) during the 2003 Session.**

Additional issues considered by the Commission in 2002 included recruitment of minority candidates; identification and "cultivation" of potential principals; credit toward probationary service for out-of-state service; increased staffing levels; reward programs similar to national certification; job-sharing and potential delegations of authority; additional assistance for struggling schools; and induction and internships.

Delving further into potential methods of ensuring effective preparation and ongoing professional development for school leaders in its second year of study, the Commission met three times in 2003. Having received invaluable input from representatives of the Task Force to Evaluate and Redesign Preparation Programs and Professional Development for School Leaders, professional organizations, and education leaders, the Commission agreed upon the following recommendations, based upon the recommendations of the Task Force, as revised and herein presented:

Recommendation 1: That the Board of Education develop and approve a model core curriculum for principal preparation programs that is consistent with the administrator performance standards and evaluation criteria established by the *Guidelines for Uniform Performance Standards and Evaluation Criteria for Teachers, Administrators, and Superintendents*.

Recommendation 2: That the Board of Education revise its regulations for the initial licensure of principals to require a comprehensive internship, including minimum content and activity standards and clock hour requirements, and that joint supervision would be the responsibility of participating school divisions and partnerships with institutions as a component of the initial school leadership program.

Recommendation 3: That the Virginia public institutions of higher education ensure that adjunct faculty members are an integral part of their respective school leadership programs.

Recommendation 4: That the Board of Education revise its current evaluation processes for the continuing accreditation of principal preparation programs to incorporate objective and uniform standards for and to assess the effectiveness of such programs.

Recommendation 5: That the Board of Education require, as a condition of initial licensure as a principal and other school leaders, as may be appropriate, passage of the School Leaders Licensure Assessment (SLLA).

Recommendation 6: That school divisions, institutions of higher education, professional education organizations, and other entities be encouraged to establish local and regional leadership academies to prepare and support school leaders and to continue to provide ongoing high quality professional development.

Recommendation 7: That school divisions be encouraged to implement induction/mentor programs for school leaders.

Recommendation 8: That the Board of Education study the feasibility of establishing a two-tier licensure system focusing on initial preparation and proven student and school achievement and report its findings to the Commission or the House Committee on Education and the Senate Committee on Education, as the case may be, before the 2005 Session.

Recommendation 9: That the Board of Education develop a marketing campaign to inform the public about the complex role of school administrators in fostering student and school achievement.

Recommendation 10: That the Commonwealth and its school divisions provide compensation for school leaders that is commensurate with the complex demands of the job.

Recommendation 11: That institutions of higher education, local school divisions, professional associations, and other entities be encouraged to provide high-quality professional development based on best practice, including targeted training activities in which school leaders and leaders from other enterprises study leadership issues together.

Recommendation 12: That institutions of higher education, local school divisions, professional associations, and other entities collaborate to ensure that principal preparation programs reflect the service demands of the region to be served.

Finally, the Commission also recommends:

Recommendation 13: That the Board of Education review its regulations as may be necessary to determine the feasibility of incorporating an alternative licensure route for principals and assistant principals that recognizes the various and particular skills required for the particular functions of such positions as well as potential alternative sources of training for such licensure.

Recommendation 14: That the work of the Commission be continued for one year, to receive reports and information regarding the Board's recommendations regarding alternative licensure routes and a two-tiered licensure system, and that, if the Commission is not continued by the 2004 Session, that the Board report its findings and recommendations to the House Committee on Education and the Senate Committee on Education and Health prior to the 2005 Session.

FINAL REPORT

HJR 20/SJR 58 COMMISSION TO REVIEW, STUDY AND REFORM EDUCATIONAL LEADERSHIP

I. AUTHORITY AND STUDY OBJECTIVES

Adopted by the 2002 Session of the General Assembly, HJR 20/SJR 58 established a two-year, 21-member commission to "review, study and reform educational leadership." Acknowledging that "effective leadership is inextricably linked to excellence in public education and student academic achievement in our public schools, the resolutions cite the Standards of Accreditation designation of the principal as the "instructional leader of the school ...[who is] responsible for effective school management that promotes positive student achievement, a safe and secure environment in which to teach and learn, and efficient use of resources."

Supporting the commission's study was one of only 15 National State Action for Educational Leadership Project (SAELP) grants from the Wallace Reader's Digest Funds, sought by and awarded to the Commonwealth and implemented in cooperation with the Commonwealth Educational Policy Institute (CEPI) at Virginia Commonwealth University in January, 2002, on behalf of the Department of Education and the Commonwealth. The three-year grants of \$250,000 each to 15 states were to support research and policy development to aid the preparation of principals and superintendents.

Having sponsored three summits on educational leadership embracing the input of participants from the Governor's Office, the Board of Education, the State Superintendent of Public Instruction, members of the General Assembly, and educational stakeholders and practitioners, CEPI compiled various recommendations "prompted by concerns regarding the changing roles and demands of educational leaders and the shortage of educational leaders in low-performing schools..." The formation of this legislative commission was among the CEPI summit recommendations.

Pursuant to HJR 20 and SJR 58, the General Assembly assigned the 21-member commission a number of responsibilities, specifically, to "(i) evaluate the policy environment for educational leadership; (ii) propose necessary statutory amendments or changes based on research, surveys, analysis and review of pertinent laws, guidelines, policies, regulations and practices; (iii) communicate regularly to the Board of Education any relevant findings with recommendations for needed regulatory action; and (iv) provide a forum for educational leaders to report to the commission the challenges of, and impact on, their work."

Incorporating HJR 147 (2002-Dillard), the identical resolutions contemplated five meetings in each year of the study. The commission was to submit an interim report of its findings and recommendations to the Governor and the 2003 Session of the General Assembly, and is to complete its work by November 30, 2003, and submit its final written findings and recommendations to the 2004 Session of the General Assembly.

II. FIRST YEAR OF STUDY

Consistent with its legislative directive, the Commission met five times in 2002, receiving testimony from school administrators, education experts, and representatives of state and national education leadership organizations. The Commission's 2003 Interim Report, House Document No. 14, included six recommendations:

Recommendation 1: *That the Board of Education, by October 1, 2003, examine and revise its administrative licensure requirements to ensure alignment with the evaluation criteria for principals, administrators, and central office instructional personnel as set forth in the Board's Guidelines for Uniform Performance Standards and Evaluation Criteria for Teachers, Administrators and Superintendents.*

Recommendation 2: *That the Board of Education and the State Council of Higher Education coordinate to ensure that the performance and leadership standards described in the Board's Guidelines for Uniform Performance Standards and Evaluation Criteria for Teachers, Administrators, and Superintendents are reflected in preparation and training programs for principals and superintendents in institutions of higher education.*

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Recommendation 6: *That, recognizing that personnel decisions such as hiring and termination of personnel are administrative, not policy, decisions, Article VIII, Section 7, of the Virginia Constitution be amended to authorize the General Assembly to provide by law for the delegation of school board authority over the hiring and termination of instructional personnel.*

- **This recommendation was supported by HJ 570, (Hamilton), which was tabled by the House Committee on Privileges and Elections (21-Y 0-N) during the 2003 Session.**

Additional issues considered by the Commission in 2002 include recruitment of minority candidates; identification and "cultivation" of potential principals; credit toward probationary service for out-of-state service; increased staffing levels; reward programs similar to national certification; job-sharing and potential delegations of authority; additional assistance for struggling schools; induction and internships.

Areas identified by the Commission for possible reconsideration in 2003 included incentives and disincentives for employment as a school administrator; leadership academies; consideration of principal recommendations regarding instructional personnel during evaluation of school academic progress within principal performance evaluations; the use of sabbaticals and supporting incentive grants; the effective use of internships and mentorships; passage of an assessment as a condition of licensure of a school administrators; retention issues and incentives such as benefits portability; and equity of access to leadership programs by school divisions.¹

III. SECOND YEAR OF STUDY

The Commission met three times in 2003, tracking the progress of the Task Force to Evaluate and Redesign Preparation Programs and Professional Development for School Leaders, focusing on professional development initiatives, and examining potential methods of ensuring effective preparation and ongoing professional development for school leaders.

Throughout its two-year study, the Commission has discussed the role of the principal as "instructional leader"; members have agreed that the instructional leader is one who provides an environment facilitating the teacher's job, and who recognizes where learning occurs and is able to focus the instructional talent at the school. The Commission recognizes that quality professional development initiatives offered at the local as well as state levels are necessary to ensuring the quality instructional leadership so integral to school performance and student achievement.

Challenges in the Preparation of Principals and Superintendents

Virginia's commitment to the preparation of effective educational leadership that will support student achievement is evident in the quality of its preparation programs. The Educational Leadership Constituent Council (ELCC) has recognized nine Virginia education leadership preparation programs for their excellence in meeting the Interstate School Leaders Licensure Consortium (ISSLC) standards, placing the Commonwealth in the top 10 percent nationally, with only two states more highly rated.²

Yet, challenges remain. Surveys conducted by the Metropolitan Educational Research Consortium (MERC) and the Commonwealth Educational Policy Institute (CEPI) addressing administrative licensure and professional development posed intriguing data for Commission consideration. A survey of 258 Virginia school superintendents, deputy, assistant, and associate superintendents, with a response rate of 77 percent, indicated that 95 percent of superintendents work 50 hours a week; 55 percent of superintendents indicated a 60-hour work week. Significant turnover in the superintendency is anticipated in the next few years, as 50 percent of respondents indicated they would retire or be in a new position in three to five years. Twenty-two percent expect to retire or leave education altogether in three years.

¹Meeting Summary, June 3, 2003, Commission meeting.

²Meeting Summary, November 17, 2003, Commission meeting.

While job satisfaction was high, respondents were typically dissatisfied with working conditions, including hours and salary. Seventy percent indicate an average or high need for professional development opportunities; instructional leadership and the use of technology ranked high among needed expertise. Improving student achievement in a data-driven environment also rated highly as a desired skill. Job experience ranked as the most valued training for the superintendency, while graduate work was rated by 50 percent of respondents as "much valued."

A survey of graduates of administrator preparation programs revealed that 86 percent of respondents had enrolled in administrative licensure training programs to obtain an administrative position. While surveys were sent to more than 15 approved education licensure programs, respondents represented only six institutions: College of William & Mary; James Madison University; Old Dominion University; Regent University; the University of Virginia, and Virginia Commonwealth University. Graduates of the University of Virginia and Virginia Commonwealth University comprised 69 percent of respondents. This survey also indicates an expected significant turnover; 77 percent of respondents indicated they would seek initial administrator employment, a lateral move, or a different position.

Cited as significant issues and challenges was instructional leadership, including improving staff morale, staff development, teacher evaluation, and used of research for instructional planning. Professional development needs reflected a variety of issues; respondents also indicated that higher education courses, workshops, and partnerships provided the greatest assistance. Two-thirds of respondents had no knowledge of ISLLC standards, likely indicating that their respective preparation programs had not emphasized these standards. A significant 83 percent rated their preparation programs as good to excellent; however, preparation in technology ranked lowest among training quality. The survey also reflected a great range of hours and balance of activities in internships.³

Ongoing and Potential Leadership Development Initiatives

Fairfax County Public Schools' LEAD (Learning, Empowering, Assessing & Developing) Program. Described to the Commission by Andy Cole, Director, and Gretchen Portwood, Project Manager, LEAD was designed to improve professional preparation of school leaders at all levels, support succession planning, and increase student achievement. The Fairfax LEAD program is one of 12 such school division initiatives funded by DeWitt Wallace Readers' Digest grants as part of the LEADERS Count program. The one-year, \$1 million grant is renewable for a total of five years.

³Meeting Summary, September 16, 2003, Commission meeting.

LEADERS Count School Divisions

Bronx, New York	Springfield, Massachusetts	Springfield, Illinois
Jefferson County, Kentucky	Atlanta, Georgia	St. Louis, Missouri
Trenton, New Jersey	Providence, Rhode Island	Eugene, Oregon
Fort Wayne, Indiana	Hartford, Connecticut	Fairfax Co., Virginia

The Fairfax initiative targets preparation as well as actual readiness for the school leadership; the program is driven by four competencies identified as essential to effective educational leadership: the abilities to lead people, including the school community and the community at large; lead learning; manage the business of the school; and manage one's own career and personal development.

LEAD targets 82 schools; the selected schools have at least 20 percent of their respective student bodies eligible for free and reduced lunches, diverse socioeconomic and ethnic student populations, a demonstrated upward trend in student achievement indicators (SAI), and an experienced principal at the helm.

LEAD Targeted School Sites

82 Fairfax public schools

- 60 elementary schools
 - 12 middle schools
 - 10 high schools
 - 59,950 students,
including 21,600 disadvantaged students
-

LEAD incorporates focused intentional development opportunities for educational leaders and aspiring leaders, leadership development programs, and best-practice, research-based learning opportunities offered by private entities such as the Gallup Organization, Center for Creative Leadership, Institute for Educational Leadership (IEL), Global Learning Associates, Linkage Incorporated, Stand By Systems, and the Association for Supervision and Curriculum Development (ASCD). The program includes 22 administrative interns in the elementary and secondary schools, leadership development for support personnel, pre-service learning opportunities, and instructional leadership training. Thirty-one former interns are now employed as assistant principals; Fairfax supports the intern positions with grant funds and local moneys. The school system hires other teachers to replace those personnel participating in internships.⁴

Principals' Academy Model. In describing a potential principal academy model for Virginia, Dr. Thomas Shortt, Executive Director, Virginia Association of Elementary School Principals, noted the value of providing quality professional development for education leaders and the positive efforts of school divisions and professional organizations in

⁴Meeting Summary, June 3, 2003, Commission meeting.

providing development opportunities. He stated that a "systemic process is needed to help principals become better leaders."

The evolution and implementation of revised Standards of Learning and Accreditation, assessments, leadership standards, and school performance report cards have heightened the need for principals who are effectively equipped to address new educational challenges and enhanced accountability requirements. A Principals' Center for Innovative Leadership, operated by a foundation but reflecting a public/private partnership, could address supplemental training for induction principals (principals with three or fewer years of service) as well as veteran principals (those with at least four years of service).

A standards-driven approach, fueled by the ISLLC standards, the requirements of the federal No Child Left Behind (NCLB) Act, and Baldrige Education Criteria for Performance Excellence, as well as leadership principles employed by highly successful businesses, would direct the Center's efforts. Professional organizations, such as the Virginia Association of Elementary School Principals (VAESP), the Virginia Association of Secondary School Principals (VASSP), and the Virginia Association of School Superintendents, would join public and private sector partners to coordinate efforts in Center funding and information transfer. Foundation trustees, reflecting a cross-section of organizations and individuals, would have primary responsibility for fundraising; a board of advisors, comprised of representatives of professional organizations, educators, and others, would provide direction for the Center. While Center operation and management of the Center itself would rest with VAESP and VASSP, the Board of Advisors would employ an executive director for the Center.

Program participants--Center Fellows--would be selected to comprise four cohorts of 20 members each, addressing specific target groups. Principals of schools accredited with warning would commit to a three-year Center program and ultimately be teamed with a "corrective action principal"--an education leader who would serve in the school with the principal. A three-year commitment would also be required of induction principals; this cohort would receive training in basic skills at a single training site, with identified professional conferences supplementing the program. Veteran principals would commit to a two-year program. Assistant principals would commit to a two-year program that is similar to the offerings for the induction principal cohort.

The Center's initiatives would be delivered through Center seminars and conferences; professional development institutes sponsored by VAESP and VASSP; self-directed core learning modules, using technology-enhanced learning; and principal "coaches"-- principals who may serve as auditors or mentors. "Corrective action" principals would assist principals in struggling schools. An evaluation process would be designed to ensure Center effectiveness as well as document subsequent school improvement and Fellows' alterations in their leadership and management methods. Center Fellows would incur no costs. Annual funding of \$400,000 to \$600,000 might be required to support the Center; initial "seed" money from the Commonwealth might help with start-up.⁵

⁵Meeting Summary, September 16, 2003, Commission meeting.

Curry-Darden Educational Leadership Program. The Curry-Darden Educational Leadership Program at the University of Virginia--the Partnership for Leaders in Education--provides education leadership training through the combined efforts of the University's school of education and graduate school of business administration. Dr. June West, Progress Faculty Leader, Assistant Professor of Business Administration, Darden Graduate School of Business Administration, and Dr. Tierney Temple-Fairchild, Director, UVa Partnership for Leaders in Education, reported that the program recognizes the interdisciplinary nature of school leadership and cited the Partnership's unique pairing of the general management and leadership expertise afforded by the Darden School and education insights of the Curry School. Established by a grant from Philip Morris Corporation to support management leadership education for practicing K-12 school administrators in partnership with school districts and corporations, the Partnership aspires to become a "leading voice on nonacademic issues" facing school leaders. Private and nonprofit organizations may also support various Partnership initiatives.

Focusing on capital projects, school finance, overcrowding, and management and human resources concerns, the Partnership seeks to provide education leaders with professional development experiences commensurate with those of their industry peers. Incorporating business principles, the programs challenge participants to engage in case method workshops in a residential setting to tackle management and decision-making skills. Workshops may address leadership and values, organizational and individual change, decision analysis, and communications and influence. Programs are crafted to address specific school division needs; the Partnership has served Broward and Palm Beach Counties, Florida, school leaders through a Florida Executive Leadership Academy, and hopes to create a Virginia Executive Leadership Academy in 2004. The Partnership's initiatives primarily target division superintendents and their teams.⁶

Virginia Commonwealth University and Henrico County Public Schools. Described as what "might be the first program of its kind in the United States," Virginia Commonwealth University (VCU) and Henrico County Public Schools (HCPS) provide teachers customized graduate degree courses "without leaving their classrooms and at less expense than traditional continuing education programs." VCU faculty work in the schools themselves, "embedding" the university through technology as well as school space, to provide 10 customized courses. Currently, HCPS teachers receive \$1,000 for professional development annually; the collaboration provides three courses for this amount, a significant savings when compared to on-campus courses.⁷

Old Dominion University and Virginia Beach Public Schools. A collaboration between Old Dominion University (ODU) and Virginia Beach Public Schools (VBPS) provides leadership development and training designed to fit VBPS-specific needs. Classes are taught collaboratively by VBPS and ODU staff, with each program candidate shepherded by a successful VBPS mentor. The programs focus on those who already have graduate degrees in education, aspiring principals, and those who are "new" school administrators.

⁶Meeting Summary, November 17, 2003, Commission meeting.

⁷VCU News Release, October 30, 2003 <<http://www.vcu.edu/exrel/news/Releases/2003/oct/103003.html>>; see also, Meeting Summary, November 17, 2003, Commission meeting.

Courses address day-to-day school concerns, such as human resources, pupil personnel services, and school-community relations; building management; crisis intervention; and budgetary issues. Also targeted are data-driven assessment of curriculum and effective school leadership that promotes student achievement. Seventeen candidates are expected to participate in the program in January 2004. Nominated by principals, applicant teachers must submit a resume, essay, and letter of recommendation and submit to an interview process before being selected for participation. Programs span six semesters and culminate in a project presentation.⁸

Task Force to Evaluate and Redesign Preparation Programs and Professional Development for School Leaders

Comprised of representatives of the Department of Education, the State Council of Higher Education (SCHEV), school leaders, institutions of higher education, and school boards, the Task Force to Evaluate and Redesign Preparation Programs and Professional Development for School Leaders has worked for two years, within Virginia's SAELP grant initiative, to complement the Commission's efforts and to address regulatory as well as policy issues regarding the preparation and development of school leaders.

While acknowledging the current gap between education degree requirements, established by higher education and administrator licensure requirements, the Commission has also received testimony indicating increased coordination between SCHEV and the Department of Education and combined or "embedded" initiatives for professional development offered by universities and school divisions.⁹ Challenges in training and development opportunities remain, however, in a number of areas, such as in the effective use of assessments and data in decision making.¹⁰

Concluding its work, the Task Force presented recommendations addressing the creation of leadership academies, general leadership studies, assessment requirements for school administrators, linking professional development to school improvement, and allowing institutions of higher education to be entrepreneurial in crafting services to meet the needs of the various school divisions:

1. Develop a model core curriculum for principal preparation programs that is consistent with the administrator performance standards and evaluation criteria established by the *Guidelines for Uniform Performance Standards and Evaluation Criteria for Teachers, Administrators, and Superintendents*.
2. Require a comprehensive internship of at least 300 clock hours; joint supervision would be the responsibility of participating school divisions and partnerships with institutions as a component of the initial school leadership program.
3. Ensure that adjunct faculty members are an integral part of each institution's school leadership program.

⁸Meeting Summary, November 17, 2003, Commission meeting.

⁹Meeting Summary, June 3, 2003, Commission meeting.

¹⁰Meeting Summary, September 16, 2003, Commission meeting.

4. Establish a more effective and uniform evaluation of principal preparation programs for continuing accreditation.
5. Require the School Leaders Licensure Assessment (SLLA) for initial licensure of school leaders.
6. Establish local and regional leadership academies to prepare and support school leaders and to provide ongoing high-quality professional development.
7. Implement an induction/mentor program for school leaders.
8. Study the feasibility of establishing a two-tier licensure system focusing on initial preparation and proven student and school achievement.
9. Develop a marketing campaign to inform the public about the complex role of school administrators in fostering student and school achievement.
10. Provide compensation for school leaders that is commensurate with the complex demands of the job.
11. Provide high-quality professional development based on best practice, including targeted training activities in which school leaders and leaders from other enterprises study leadership issues together.
12. Collaborate with institutions of higher education to reflect the service demands of the region to be served in principal preparation programs.¹¹

Commission members considered carefully these recommendations, and received testimony challenging these recommendations. Discussion and testimony focused on concerns that the creation of a model core curriculum for principal preparation (Task Force recommendation 1) might inhibit exploration of newer methods and models. The Commission also considered testimony supporting principal internships, but urging flexibility in establishing any hours requirements, as Task Force recommendation 2 supported a 300 clock-hours internship requirement. The need for paid internships, to avoid losing high-quality candidates who cannot afford increased financial burdens, was also noted.

Testimony supporting a state visitation and review process (Task Force recommendation 4) for principal preparation programs also suggested modeling such an evaluation after the current ELCC/National Council for the Accreditation of Teacher Education (NCATE) process. The Commission also considered the propriety of requiring passage of the School Leaders Licensure Assessment (SLLA) as a condition of licensure (recommendation 5), recognizing concerns regarding test expense and potential validity questions.¹²

¹¹Meeting Summary, June 3, 2003, and November 17, Commission meeting.

¹²Meeting Summary, November 17, 2003, Commission meeting.

IV. CONCLUSIONS AND RECOMMENDATIONS

At its November 17 meeting, the Commission endorsed in concept the Task Force recommendations, with some adjustments and additions to be finalized by the Commission for inclusion in this report, due November 30. Recognizing that some the implementation of some recommendations must be delayed with hopes of implementation in a more favorable fiscal climate, the Commission nonetheless agreed that it must present a complete range of recommendations that it believes will best support effective education leadership and promote student achievement.

The Commission therefore supports the recommendations of the Task Force, as revised and herein presented:

Recommendation 1: That the Board of Education develop and approve a model core curriculum for principal preparation programs that is consistent with the administrator performance standards and evaluation criteria established by the *Guidelines for Uniform Performance Standards and Evaluation Criteria for Teachers, Administrators, and Superintendents*.

Recommendation 2: That the Board of Education revise its regulations for the initial licensure of principals to require a comprehensive internship, including minimum content and activity standards and clock hour requirements, and that joint supervision would be the responsibility of participating school divisions and partnerships with institutions as a component of the initial school leadership program.

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Recommendation 5: That the Board of Education require, as a condition of initial licensure as a principal and other school leaders, as may be appropriate, passage of the School Leaders Licensure Assessment (SLLA).

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achievement and report its findings to the Commission or the House Committee on Education and the Senate Committee on Education, as the case may be, before the 2005 Session.

Recommendation 9: That the Board of Education develop a marketing campaign to inform the public about the complex role of school administrators in fostering student and school achievement.

Recommendation 10: That the Commonwealth and its school divisions provide compensation for school leaders that is commensurate with the complex demands of the job.

Recommendation 11: That institutions of higher education, local school divisions, professional associations, and other entities be encouraged to provide high-quality professional development based on best practice, including targeted training activities in which school leaders and leaders from other enterprises study leadership issues together.

Recommendation 12: That institutions of higher education, local school divisions, professional associations, and other entities collaborate to ensure that principal preparation programs reflect the service demands of the region to be served.

Finally, the Commission also recommends:

Recommendation 13: That the Board of Education review its regulations as may be necessary to determine the feasibility of incorporating an alternative licensure route for principals and assistant principals that recognizes the various and particular skills required for the particular functions of such positions as well as potential alternative sources of training for such licensure.

Recommendation 14: That the work of the Commission be continued for one year, to receive reports and information regarding the Board's recommendations regarding alternative licensure routes and a two-tiered licensure system, and that, if the Commission is not continued by the 2004 Session, that the Board report its findings and recommendations to the House Committee on Education and the Senate Committee on Education and Health prior to the 2005 Session.

Respectively submitted,
The Commission to Review, Study, and Reform Educational Leadership

2002 MEETINGS OF THE HJR 20/SJR 57 COMMISSION

First Meeting ~ June 27, 2002-- Richmond

Election of Chairman, Vice Chairman; Review of background report: Kathleen G. Harris, Senior Attorney, Division of Legislative Services; Review of State Action for Education Leadership Project (SAELP) grant and work of Commonwealth Educational Policy Institute (CEPI): Dr. William C. Boshier, Jr., Executive Director, CEPI, and HJR 20 Commission member; Review of workplan; discussion.

Second Meeting ~ July 15, 2002-- Richmond

Challenges Facing Education Leadership and Suggestions for Change: Ms. Janet Hudgens, Assistant Director, Principals' Executive Program, University of North Carolina at Chapel Hill; Elizabeth L. Hale, President, Institute for Educational Leadership (Washington, D.C.) (*Leadership for Student Learning: Reinventing the Principalship ~ School Leadership for the 21st Century Initiative, A Report of the Task Force on the Principalship* (October 2000)); Wayne Martin, Special Assistant to the Executive Director, Council of Chief State School Officers (Washington, D.C.); Representatives of Virginia Association of Elementary School Principals; Virginia Association of Secondary School Principals; Virginia Association of School Superintendents; Virginia School Boards Association; Virginia Education Association.

Third Meeting ~ September 20, 2002--Richmond

Gene Bottoms, Senior Vice President, Southern Regional Education Board (SREB) *Preparing a New Breed of School Principals: It's Time for Action*; Dr. Thomas A. Elliott, Assistant Superintendent, Teacher Education and Licensure, Virginia Department of Education; Update on activities of DOE/SCHEV Task Force on Preparation of Education Leaders/Current Preparation and Licensure Requirements for Principals and Superintendents/Leadership Standards; Working Lunch; Work Session; Discussion of potential recommendations and issues for further study.

Fourth Meeting ~ October 18, 2002-- Richmond

Representatives of *Achievable Dream* Urban School Learning and Leadership Institute (Newport News): Efforts in Training Educators and Administrators in Closing the Achievement Gap; Dr. Thelma Spencer, Chief Operating Officer; Mr. Richard Coleman, Principal, An Achievable Dream Academy; Mr. John Hodge, Director, An Achievable Dream; Dr. Michael Rettig, Program Coordinator, Educational Leadership Program, School of Education, James Madison University; Briefing: *School Leadership in an Era of Accountability*, a report commissioned by CEPI and funded by SAELP for use by the Commission and the CEPI Task Force--Authors and presenters: Pamela Tucker, Assistant Professor, University of Virginia; Megan Tschannen-Moran, Assistant Professor, College of William & Mary.

Fifth Meeting ~ November 15, 2002-- Richmond

Work Session.

2003 MEETINGS OF THE HJR 20/SJR 57 COMMISSION

First Meeting ~ June 27, 2003-- Richmond

Presentation by Andy Cole, Director, and Gretchen Portwood, Project Manager for Learning, Empowering, Assessing, and Developing (LEAD) Fairfax project; Update on SAELP grant implementation: Dr. William C. Boshier, Jr., Dean, School of Education, Virginia Commonwealth University, and Executive Director, Commonwealth Education Policy Institute (CEPI); Update on Task Force to Evaluate and Redesign Preparation Programs and Professional Development for School Leaders (Department of Education and SCHEV): Phyllis Palmiero, Executive Director, SCHEV; Work Session; review of 2002 actions and updated study outline

Second Meeting ~ September 16, 2003-- Richmond

Presentation: Principal Academy ~ A Potential Model for Virginia: Dr. Thomas Shortt, Virginia Association of Elementary School Principals; Update on SAELP grant implementation: Dr. William C. Boshier, Jr., Dean, School of Education, Virginia Commonwealth University, and Executive Director, Commonwealth Education Policy Institute (CEPI); Update on Task Force to Evaluate and Redesign Preparation Programs and Professional Development for School Leaders (Department of Education and SCHEV): Dr. Jo Lynne DeMary, Superintendent of Public Instruction; Presentation of surveys regarding administrative licensure graduates and professional development for superintendents: Dr. James McMillan, Metropolitan Educational Research Consortium (MERC)/CEPI

Third/Final Meeting ~ November 17, 2003-- Richmond

Curry-Darden Educational Leadership Program: Dr. June West, Progress Faculty Leader, Assistant Professor of Business Administration, Darden Graduate School of Business Administration, University of Virginia; Dr. Tierney Temple-Fairchild, Director, University of Virginia Partnership for Leaders in Education; Virginia Commonwealth University-Henrico Public Schools Collaboration: Dr. William C. Boshier, Jr., Dean, School of Education, Virginia Commonwealth University, and Executive Director, Commonwealth Education Policy Institute (CEPI); Dr. Mark Edwards, Superintendent, Henrico County Public Schools; Old Dominion University-Virginia Beach Public Schools Collaboration: Dr. William Owings, Graduate Program Director, Educational Administration, Darden College of Education, Old Dominion University; Mrs. Betsy Taylor, Virginia Beach Public Schools; Final report and recommendations of Task Force to Evaluate and Redesign Preparation Programs and Professional Development for School Leaders (Department of Education and SCHEV): Dr. Jo Lynne DeMary, Superintendent of Public Instruction; Response to Task Force recommendations: Megan Tschannen-Moran, President, Virginia Professors of Educational Leadership, Assistant Professor, School of Education (Educational Policy, Planning, and Leadership), The College of William and Mary; work session; development of final recommendations.

Commission Study Objectives Addressed in First Year of Meetings (2002)

Study Outline Item	6/27	7/15	9/20	10/18	11/15
I. Current Responsibilities of and Challenges for Principals, Assistant Principals, Division Superintendents					
Input from Va. Education Leaders, Leadership Organizations	✓	✓		✓	✓
II. Recruitment and Retention Issues					
A. Documenting a Shortage	✓		✓	✓	✓
B. Candidate Pool Issues • Licensure	✓		✓	✓	✓ Rec. 1
B. Candidate Pool Issues • Program accreditation/alignment of training with "real world" issues			✓		✓ Rec. 2
B. Candidate Pool Issues • Mentoring		✓	✓	✓	✓ Rec. 3
B. Candidate Pool Issues • Internships		✓	✓	✓	✓ Rec. 4
B. Candidate Pool Issues • Leadership academies		✓	✓		✓
B. Candidate Pool Issues • "Nontraditional" candidates and alternative licensure	✓	✓	✓	✓	✓ Rec. 5
B. Candidate Pool Issues • Current leadership standards		✓	✓		✓ <i>see</i> Rec. 2
C. Incentives and Disincentives • Impact of Educational Accountability Requirements				✓	
C. Incentives and Disincentives • Compensation and benefits	✓	✓	✓		
C. Incentives and Disincentives • Community involvement and public relations		✓			
III. Revisiting Job Responsibilities					
A. Statutory and Constitutional Requirements	✓			✓	✓
B. Potential Job-Sharing and Delegations of Authority	✓			✓	
C. Impact of Educational Accountability Requirements (see above)		✓			
D. Increasing Flexibility and Autonomy				✓	✓ Rec. 6
IV. Professional Development					
A. New Skills for Technology and Testing (Accountability)		✓		✓	
B. Sabbaticals			✓		
C. Leadership academies	✓	✓	✓	✓	✓
D. Performance evaluations		✓		✓	✓

HOUSE JOINT RESOLUTION NO. 20

Establishing a commission to review, study and reform educational leadership.

Agreed to by the House of Delegates, February 12, 2002

Agreed to by the Senate, March 5, 2002

WHEREAS, effective leadership is inextricably linked to excellence in public education and student academic achievement in our public schools; and

WHEREAS, the Standards of Accreditation acknowledge that the principal is the "instructional leader of the school and is responsible for effective school management that promotes positive student achievement, a safe and secure environment in which to teach and learn, and efficient use of resources"; and

WHEREAS, the Standards of Accreditation also recognize the "critically important role of principals to the success of public schools and the students who attend those schools"; and

WHEREAS, the differing roles and responsibilities of division superintendents, principals, assistant principals, and teachers for providing a system of public education of the highest quality merit ongoing consideration and review as the Commonwealth strives to provide opportunities for learning and achievement for all students; and

WHEREAS, in pursuing efforts to continually improve educational leadership in Virginia public schools, the Commonwealth Educational Policy Institute (CEPI) at Virginia Commonwealth University, on behalf of the Department of Education and the Commonwealth, sought and was awarded one of 15 National State Action for Educational Leadership Project (SAELP) grants from the Wallace Reader's Digest Funds; and

WHEREAS, CEPI held three summits on educational leadership, embracing the input of participants from the Governor's Office, the Board of Education, the State Superintendent of Public Instruction, members of the General Assembly, and educational stakeholders and practitioners; and

WHEREAS, prompted by concerns regarding the changing roles and demands of educational leaders and the shortage of educational leaders in low-performing schools, the CEPI summit recommended, among other things, the formation of a legislative commission on educational leadership; now, therefore, be it

RESOLVED by the House of Delegates, the Senate concurring, That a commission be established to review, study and reform educational leadership. The commission shall be composed of 21 members as follows: 5 members of the House of Delegates to be appointed by the Speaker of the House in accordance with the principles of proportional representation contained in the Rules of the House of Delegates; 3 members of the Senate to be appointed by the Senate Committee on Privileges and Elections; 1 president of a Virginia public four-year institution of higher education and 1 practicing assistant principal actively employed by a Virginia local school board or their designees to be appointed by the Speaker of the House; 1 dean of a school of education of a Virginia public institution of higher education or his designee to be appointed by the Senate Committee on Privileges and Elections; the Secretary of Education, the President of the Board of Education, the Superintendent of Public Instruction, the Director of the State Council of Higher Education for Virginia or their designees, the Executive Director of the Commonwealth Educational Policy Institute at Virginia Commonwealth University, the Virginia Teacher of the Year, the 3 Virginia Principals of the Year, 1 each representing the elementary, middle, and high school levels, and the Virginia Superintendent of the Year, all to serve ex officio with full voting privileges. The chairman of the commission shall be a member of the General Assembly of Virginia.

In conducting its study, the commission shall, among other things, (i) evaluate the policy environment for educational leadership; (ii) propose necessary statutory amendments or changes based on research, surveys, analysis and review of pertinent laws, guidelines, policies, regulations and practices; (iii) communicate regularly with the Board of Education any relevant findings with recommendations for needed regulatory action; and (iv) provide a forum for educational leaders to report the challenges and effect of their work to the commission.

The direct costs of this study shall not exceed \$10,000, in each year of the study. Other expenses of the commission shall be paid from the \$25,000 in State Action for Educational Leadership Project grants from the Wallace Reader's Digest Funds that the Commonwealth Educational Policy Institute shall provide to defray the costs of such expenses.

The Division of Legislative Services shall provide staff support for the study. The Commonwealth Educational Policy Institute shall provide technical assistance for the study. All agencies of the Commonwealth shall provide assistance to the commission, upon request.

The commission shall submit an interim report of its findings and recommendations to the Governor and the 2003 Session of the General Assembly, and shall complete its work by November 30, 2003, and submit its final written findings and recommendations to the 2004 Session of the General Assembly, as provided in the procedures of the Division of Legislative Automated Systems for the processing of legislative documents.

Implementation of this resolution is subject to subsequent approval and certification by the Joint Rules Committee. The Committee may withhold expenditures or delay the period for the conduct of the study.

SENATE JOINT RESOLUTION NO. 58

Establishing a commission to review, study and reform educational leadership.

Agreed to by the Senate, February 11, 2002

Agreed to by the House of Delegates, March 5, 2002

WHEREAS, inextricably linked to excellence in public education and student academic achievement in our public schools is effective leadership; and

WHEREAS, the Standards of Accreditation acknowledge that the principal is the "instructional leader of the school and is responsible for effective school management that promotes positive student achievement, a safe and secure environment in which to teach and learn, and efficient use of resources"; and

WHEREAS, the Standards of Accreditation also recognize the "critically important role of principals to the success of public schools and the students who attend those schools"; and

WHEREAS, the differing roles and responsibilities of division superintendents, principals, assistant principals, and teachers for providing a system of public education of the highest quality merits ongoing consideration and review as the Commonwealth strives to provide opportunities for learning and achievement for all students; and

WHEREAS, in pursuing efforts to continually improve educational leadership in Virginia public schools, the Commonwealth Educational Policy Institute (CEPI) at Virginia Commonwealth University, on behalf of the Virginia Department of Education and the Commonwealth, sought and was awarded one of 15 National State Action for Educational Leadership Project (SAELP) grants from the Wallace Reader's Digest Funds; and

WHEREAS, CEPI held three summits on educational leadership, embracing the input of participants from the Governor's Office, the Board of Education, the State Superintendent of Public Instruction, members of the General Assembly, and educational stakeholders and practitioners; and

WHEREAS, prompted by concerns regarding the changing roles and demands of educational leaders and the shortage of educational leaders in low-performing schools, the CEPI summit recommended, among other things, the formation of a legislative commission on educational leadership; now, therefore, be it

RESOLVED by the Senate, the House of Delegates concurring, That a commission be established to review, study and reform educational leadership. The commission shall be composed of 21 members as follows: three members of the Senate, to be appointed by the Senate Committee on Privileges and Elections; five members of the House of Delegates, to be appointed by the Speaker of the House, in accordance with the principles of proportional representation contained in the Rules of the House of Delegates; one dean of a school of education of a Virginia public institution of higher education or his designee, to be appointed by the Senate Committee on Privileges and Elections; one president of a Virginia public four-year institution of higher education and one practicing assistant principal actively employed by a Virginia local school board or their designees, to be appointed by the Speaker of the House; the Secretary of Education, the President of the Board of Education, the Superintendent of Public Instruction, the Director of the State Council of Higher Education or their designees, the Executive Director of the Commonwealth Educational Policy Institute at Virginia Commonwealth University, the Virginia Teacher of the Year, the three Virginia Principals of the Year, one each representing the elementary, middle, and high school levels, and the Virginia Superintendent of the Year, all to serve ex officio with full voting privileges. The chairman of the commission shall be a member of the General Assembly of Virginia.

In conducting its study, the commission shall, among other things, (i) evaluate the policy environment for educational leadership; (ii) propose necessary statutory amendments or changes based on research, surveys, analysis and review of pertinent laws, guidelines, policies, regulations and practices; (iii) communicate regularly with the Board of Education any relevant findings with recommendations for needed regulatory action; and (iv) provide a forum for educational leaders to report the challenges and effect of their work to the commission.

The direct costs of this study shall not exceed \$10,000, in each year of the study. Other expenses of the commission shall be paid from the \$25,000 in State Action for Educational Leadership Project grants from the Wallace Reader's Digest Funds that the Commonwealth Educational Policy Institute shall provide to defray the costs of such expenses.

The Division of Legislative Services shall provide staff support for the study. The Commonwealth Educational Policy Institute shall provide technical assistance for the study. All agencies of the Commonwealth shall provide assistance to the commission, upon request.

The commission shall submit an interim report of its findings and recommendations to the Governor and the 2003 Session of the General Assembly, and shall complete its work by November 30, 2003, and submit its final written findings and recommendations to the 2004 Session of the General Assembly, as provided in the procedures of the Division of Legislative Automated Systems for the processing of legislative documents.

Implementation of this resolution is subject to subsequent approval and certification by the Joint Rules Committee. The Committee may withhold expenditures or delay the period for the conduct of the study.

HOUSE JOINT RESOLUTION NO. 147

Offered January 9, 2002

Prefiled January 9, 2002

Establishing a commission to review, study and reform educational leadership.

Patron-- Dillard

Referred to Committee on Rules

WHEREAS, inextricably linked to excellence in public education and student academic achievement in our public schools is effective leadership; and

WHEREAS, the Standards of Accreditation acknowledge that the principal is the "instructional leader of the school and is responsible for effective school management that promotes positive student achievement, a safe and secure environment in which to teach and learn, and efficient use of resources"; and

WHEREAS, the Standards of Accreditation also recognize the "critically important role of principals to the success of public schools and the students who attend those schools"; and

WHEREAS, the differing roles and responsibilities of division superintendents, principals, assistant principals, and teachers for providing a system of public education of the highest quality merit ongoing consideration and review as the Commonwealth strives to provide opportunities for learning and achievement for all students; and

WHEREAS, in pursuing efforts to continually improve educational leadership in Virginia public schools, the Commonwealth of Virginia sought and was awarded one of 15 National State Action for Educational Leadership Project (SAELP) grants from the Wallace Readers Digest Funds, and the Commonwealth Educational Policy Institute (CEPI), on behalf of the Virginia Department of Education, directed this grant; and

WHEREAS, CEPI held three summits on educational leadership, embracing the input of participants from the Governor's Office, the Board of Education, the State Superintendent of Public Instruction, members of the General Assembly, and educational stakeholders and practitioners; and

WHEREAS, prompted by concerns regarding the changing roles and demands of educational leaders and the shortage of educational leaders in low-performing schools, the SAELP summit recommended, among other things, the formation of a legislative commission on educational leadership; now, therefore, be it

RESOLVED by the House of Delegates, the Senate concurring, That a commission be established to review, study and reform educational leadership.

The commission shall be composed of 27 members as follows: eight members of the House of Delegates, to be appointed by the Speaker of the House, in accordance with the principles of proportional representation contained in the Rules of the House of Delegates; six members of the Senate, to be appointed by the Senate Committee on Privileges and Elections; one president of a Virginia public four-year institution of higher education or his/her designee, and one practicing assistant principal actively employed by a Virginia local school board, to be appointed by the Speaker of the House of Delegates; one dean of a school of education within a Virginia public institution of higher education or his/her designee, to be appointed by the Senate Committee on Privileges and Elections; the Secretary of Education or his/her designee; the President of the Board of Education or his designee; the Superintendent of Public Instruction or his/her designee; the Executive Director of the Commonwealth Educational Policy Institute; the executive director of the State Council of Higher Education for Virginia or his/her designee; the Virginia Teacher of the Year; the three Virginia Principals of the Year, one each at the elementary, middle, and high school levels; and the Virginia School Superintendent of the Year, to serve ex officio with full voting privileges.

The chair of the commission shall be jointly selected from among the legislative members of the commission by the Speaker of the House of Delegates and the Senate Committee on Privileges and Elections. The executive director of the Commonwealth Educational Policy Institute shall serve as vice-chair.

In conducting its study, the commission shall, among other things, (i) evaluate the policy environment for educational leadership; (ii) propose necessary statutory amendments or changes based on research, surveys, analysis and review of pertinent laws, guidelines, policies, regulations and practices; (iii) communicate regularly to the Board of Education any relevant findings with recommendations for needed regulatory action; and (iv) provide a forum for educational leaders to report to the Commission the challenges and impact of their work.

The direct costs of this study shall not exceed \$41,000. In addition, the CEPI, from the SAELP grant monies, shall contribute \$25,000 to the expenses of this Commission.

The Division of Legislative Services and the staff of the Commonwealth Educational Policy Institute shall provide staff support for the study. All agencies of the Commonwealth shall provide assistance to the commission, upon request.

The commission shall complete its first year of study by November 30, 2002, and shall submit an interim report, including its written findings and recommendations, to the Governor and the 2003 Session of the General Assembly, as provided in the procedures of the Division of Legislative Automated Systems for the processing of legislative documents.

The commission shall complete its work by November 30, 2003, and shall submit its final report, including its written findings and recommendations, to the Governor and the 2004 Session of the General Assembly as provided in the procedures of the Division of Legislative Automated Systems for the processing of legislative documents.

Implementation of this resolution is subject to subsequent approval and certification by the Joint Rules Committee. The Committee may withhold expenditures or delay the period for the conduct of the study.