

STRUCTURED DEVELOPMENT OF SCHOOL LEADERSHIP

Proposed framework for Delhi

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EXECUTIVE SUMMARY

School leaders are critical in reforming education. While teachers have the most immediate in-class impact on student achievement, growing evidence suggests that effective leaders are indispensable in turning around low-performing schools.

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Research over the past thirty years confirms the vital role school leaders play in school improvement, instructional excellence and student achievement. They influence students, teachers, parents and communities by fostering conditions that support effective teaching and learning. In fact, after teacher quality, school leadership is found to be the most significant school variable contributing to student learning levels.¹ Effective school leadership has been shown to account for a quarter of student learning outcomes.²

In India, the central government recognises the school leader as a critical component of any effort to improve school quality. In 2012, the Ministry of Human Resource Development (MHRD) mandated the National University for Educational Planning and Administration (NUEPA) to establish the National Centre for School Leadership (NCSL). This centre focuses on in-service training of school leaders across India and on conducting research on school leadership. Additionally, a few states are going beyond NCSL's work to implement a multitude of initiatives from articulating school leader responsibilities to instituting merit-based selection processes and strengthening their ability to influence school climate and functioning.

Delhi is undertaking innovative teacher and school leadership training programs to improve the academic quality of the nearly 1,000 schools in the state. Delhi has also taken steps to initiate a merit-based selection process by recruiting some school leaders through a centralised UPSC (Union Public Service Commission) examination. Currently, however, this process is not mandatory, and is only for senior secondary school principals. Although this process has been in place for nearly two decades, the examination is irregular and not conducted on an annual basis.

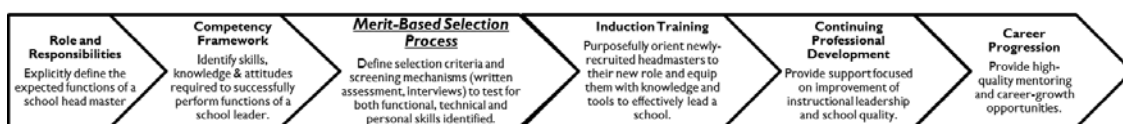
There is a clear need to streamline and strengthen the school leader selection process for greater impact and effectiveness. This proposal details action steps aimed at strengthening school leadership in the Delhi state, in terms of making the selection test mandatory for all school leader positions, regularising the selection process and providing professional development opportunities for school leaders.

¹ Leithwood, Louis, Anderson and Wahlstrom, *How Leadership Influences Student Learning*, 2004.

² Hallinger and Heck, *Reassessing the Principal's Role in School Effectiveness: A Review of Empirical Research*, 1996; Leithwood and Jantzi, *The Effects of Transformational Leadership on Organizational Conditions and Student Engagement with School*, 2000.

PROPOSED PROCESS TO STRENGTHEN SCHOOL LEADERSHIP IN DELHI

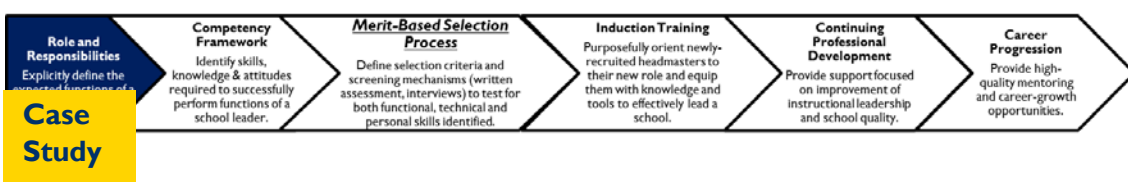
School leadership in the state should be viewed within a holistic framework of explaining the roles and responsibilities of a school leader beyond merely administrative functions; introducing a robust selection process; inducting school leaders effectively; and providing ongoing professional development with well-defined pathways for career



growth.

A more selective, probing process for potential school leaders is a significant step in this direction as it implements a practice that will increase the likelihood of appointing the most qualified candidates. A 2012 Wallace Foundation study on school leadership impact highlighted that preparation of the right school leaders must begin with decisions about who should and should not be selected.³

I. Define School Leader Responsibilities



Gujarat Head Teacher Aptitude Test

In 2012, the state of Gujarat established a Head Teacher Aptitude Test (HTAT) to move away from seniority-based appointment and bring in school leaders, known as head teachers, who have the aptitude and desire to be in the position. As such, selection is based on performance on the HTAT as well as on academic qualifications and years of teaching experience. The examination covers general knowledge, administrative management, education policy, pedagogical concepts and the primary school syllabus. Candidates who clear the test are placed on a centralised merit list from which the government makes post appointments (see Annexure 1 for Gazette notifications from Gujarat and information on appointment processes).

The state education department also issued a notification detailing the expected code of conduct and duties of head teachers.

In addition, new head teachers must go through an induction training conducted by the Gujarat Council of Educational Research and Training (GCERT) that sets job expectations and prepares them for their leadership responsibilities. To date, the state has selected around 5600 head teachers based on merit as a result of the new recruitment system (further details are provided in Annexure 1).

Currently roles and responsibilities of a school leader are not defined in Delhi. The first step in strengthening the work of school leaders is to establish a clear definition and delimitation of their roles and responsibilities. This can help clarify the functions school leaders are required to perform and the skills required to do so. Ultimately, explaining the responsibilities of the position holds school leaders in the state accountable for their performance.

A recent study by the OECD highlighted that government policy makers should define school leader responsibilities based on an understanding of the practices most likely to improve teaching and learning. This ensures that improved student learning outcomes are at the heart of school leadership practice.⁴

Typically, the role of a school leader comprises of administrative and leadership duties and meetings, curriculum and teaching-related tasks, student interactions, and engagement with parents, guardians and the local community.

Leadership activities identified may include:

- ensuring teachers take responsibility for student learning outcomes and for improving their teaching skills⁵;
- collaborating with teachers to resolve classroom disciplinary problems⁶;
- observing classroom instruction and facilitating cooperation among teachers to develop innovative teaching practices;
- providing information to parents or guardians on school and student performance⁷;
- overseeing school administrative procedures and reports.

⁴ OECD. *Improving School Leadership*. 2009.

⁵Grissom and Loeb, *Triangulating Principal Effectiveness: How Perspectives of Parents, Teachers, and Assistant Principals Identify the Central Importance of Managerial Skills*, 2011.

⁶MacNeil, Prater, and Bush, *The Effects of School Culture and Climate on Student Achievement*, 1999.

⁷William Jeynes, *Parental Involvement and Academic Success*, 2011.

Case Study

Interstate School Leaders Licensure Consortium (ISLLC)

The ISLLC standards were established in 2008 and have been adopted by 35 states as of 2015. Aimed at highlighting the important role of school leaders in establishing conditions for high-quality instruction and learning, the ISLLC standards include:

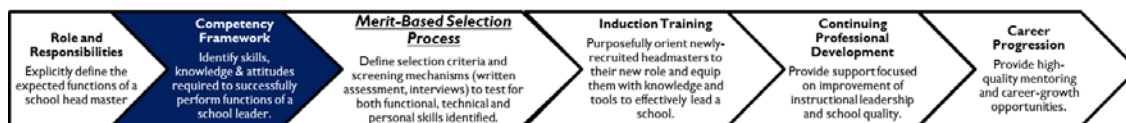
- ✓ Closely monitoring teaching and learning quality by maximising teaching time, supervising teaching and developing teacher abilities;
- ✓ Strategically allocating teachers and school resources to areas of high need;
- ✓ Ensuring that schools are safe learning environments for students and teachers;
- ✓ Building and sustaining positive relationships with families, caregivers and community partners;
- ✓ Using student data to reflect upon and improve classroom and organisational practices.

Gujarat

In India, the state government of Gujarat issued a notification in February 2014 detailing the specific responsibilities head teachers should be expected to perform in government schools (see Annexure 1). According to the resolution, the head teacher's role encompasses administrative and instructional responsibilities related to student admission and attendance, school environment and functioning, classroom teaching practices, community engagement, submission of reports and maintenance of school records.

Source: Educational Leadership Policy Standards, ISLLC 2008.

2. Articulate a school leader competency framework



A competency framework clearly identifies the skills and competencies expected from school leaders at different stages in their career. These broad skills, knowledge and indicative tasks may differ across the various cadres of school heads. For instance, the competencies required of a primary school headmaster will be different from those of a senior secondary school principal in Delhi. By creating a framework, the government can define the essential knowledge, skills and mindsets required to facilitate effective teaching and learning in a school.

With an understanding of the capabilities required to effectively execute school leader duties, a school leader selection process can be established. Clearly defining the required capabilities would also allow for an informed appraisal of the performance of a school leader, based on identified knowledge, skills and attributes.

Moreover, any quality training program would depend on having standards that codify the learning-centred definition of ‘good leadership’.⁸ This process would also help SCERT Delhi tailor professional development programs to strengthen the capabilities described in the framework.

Several countries have developed frameworks to identify the practices, actions and personal characteristics that describe effective leadership. These frameworks (outlined in table 1) aid in the recruitment, selection and development of school leaders.

How some countries define school leader competencies (Table 1)

Leadership Academy, Austria	Ontario School Leadership Framework, Canada	National Professional Qualification for Headteachers, England
<ul style="list-style-type: none"> ✓ Strategic leadership ✓ Instructional leadership ✓ Human resource management ✓ Organisational development ✓ Change management ✓ Aspects of lifelong learning ✓ Administrative 	<ul style="list-style-type: none"> ✓ Setting direction ✓ Building relationships and developing people ✓ Developing the organisation ✓ Leading the instructional program ✓ Securing accountability 	<ul style="list-style-type: none"> ✓ Shaping the future ✓ Leading learning and teaching ✓ Developing self and others ✓ Managing the school ✓ Securing accountability ✓ Strengthening community

Source: Information adapted from OECD, 2012

⁸ Orr, *Measuring Principal Effectiveness*, 2011.

**Case
Study**

Competency Framework: Chile

In 2005, the Ministry of Education in Chile defined the Good School Leadership Framework, which is based on four areas of professional competency that group 18 performance and professional development standards including leadership, curricular management, management of the school atmosphere, and coexistence and resource management.

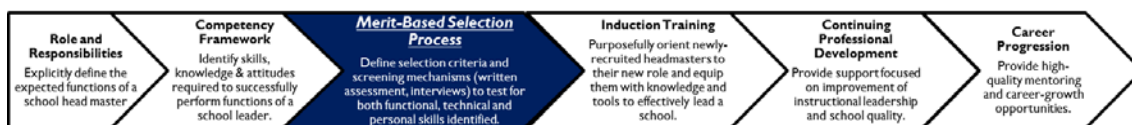
Serving as a guide for the education system that sets expectations for school leaders, this framework provides Chile with a common benchmark to begin assessing school leader performance. It is aimed at increasing professionalisation, thereby impacting the quality of school management and learning for all students.

Competency Framework: South Korea

The Korean Educational Development Institute (KEDI) developed a set of performance standards for school administrators based on extensive research: curriculum expertise, guiding and supporting students, supervising and supporting the school staff, supervising and organising school management, handling external co-operation with parents and others and supporting professional development.

Source: Information adapted from OECD, Improving School Leadership: Policy and Practice, 2008.

3. Introduce a Merit-Based Selection Process for School Leaders



Delhi has taken steps to initiate a merit-based selection process for senior secondary school principals. The Union Public Services Commission (UPSC) conducts this screening and selection process for the state. As seen in table 2, however, this process is limited in its scope.

Current school leader selection and screening process in Delhi (Table 2)

Limitations of Current Selection Process in the state of Delhi	
Optional Examination	It is a choice-based exam and not mandatory, i.e., the option of getting promoted to the post of principal based only on seniority is still the norm
Applicability	The process is only applicable for the post of principal in senior secondary schools
Irregularity	The examination is conducted in an ad-hoc manner; e.g., the last notification came out in 2010, but the relevant examination was conducted as late as in 2012, and the final appointments were only made in 2014.

The introduction of a merit-based selection process in the state of Delhi would havemany benefits.

- **Dynamic cadre of school leaders:** Several commission reports in India such as the Mudaliar Commission report (1953) and the Punjab State Development Report (2002) have stressed that seniority should not be the only criterion to consider in choosing a school leader. It is also important to take into account academic and professional qualifications as well as the necessary leadership qualities and administrative ability for a new school leader to translate their vision for the school into reality.⁹

In Gujarat, this regulation brought in a new cadre of head teachers with high academic qualifications. For instance, an analysis of head teachers recruited in Ahmedabad through the HTAT process in 2012 reveals that they possess an average 11 years of teaching experience in various institutions and that a majority (57%) hold postgraduate degrees.

- **Motivation:** Instituting a screening process across all positions of school leaders can ensure that only the most motivated teachers prepare for and attempt an examination, thereby filtering out applicants whose primary motive may not be to lead a school. A

⁹ Mudaliar Commission Report, 1953.
Punjab State Development Report, 2002.

selective test process helps makes school leadership an aspirational position that attracts high quality talent.

- **Systemisation of recruitment process:** The centralisation of the process of head teacher selection and placement on the basis of merit will systemise the recruitment process. Such a system will promote transparency so that all aspiring head teachers have an equal opportunity based on merit.

3.1 Define Eligibility Criteria

The process of defining the expected responsibilities, knowledge and capabilities, and accordingly the corresponding eligibility criteria, ensures that the education department is in a position to clearly articulate what they are seeking in a school leader and assess whether a candidate meets these criteria.

In fact, a comprehensive study on the recruitment, selection, induction, and evaluation practices of school leaders in the United States emphasised that two main reasons why a school district may not select the best candidates are a lack of specific selection criteria and inadequate screening and selection techniques.¹⁰ Currently, selection criteria for school headmasters tend to have little to do with a teacher's ability to be an effective principal. Selection criteria used in assessing potential school leader candidates should correspond directly to the competency framework identified.

Case Study

Ontario, Canada

In the province of Ontario, potential school leader candidates need to have:

- ✓ an undergraduate degree;
- ✓ five years of teaching experience;
- ✓ certification by school level, two specialist or additional honour specialist qualifications (areas of teaching expertise) or a master's degree; and
- ✓ Principal's Qualification Program (PQP), which consists of a 125-hour program including a practical component.

Knowledge is Power Program (KIPP), USA

School leader candidates in KIPP must satisfy certain requirements before being admitted into the program. Some of the measures, which are largely related to teaching expertise and leadership experience, include:

- ✓ Instructional experience in a K-12 classroom;
- ✓ At least two years experience in a low-income school;
- ✓ At least one years' worth of assessment data that demonstrates student academic progress; and
- ✓ A lesson plan and teaching video.

¹⁰ Mark E. Anderson, *How to Train, Recruit, Select, Induct, and Evaluate Leaders for America's Schools*, 1991.

The current eligibility criteria in Delhi are primarily based on academic qualification and teaching experience as is evident in Table 3. Selecting potentially stronger candidates to lead schools would require strengthening screening processes and aligning criteria with expected competencies.

Existing eligibility criteria for school leader selection in Delhi (Table 3)

Post	Applicability	Cadre / Recruiting Pool	Academic Qualifications	Pay Scale		Service Rules
				Pay Band	Grade Pay	
Headmaster /Principal	Grade 1-10	100% promoted from PGT	Master Degree with at least IIInd Division from a recognized University or equivalent - Degree in Teaching/Education from a recognized university or equivalent.	9,300-34,800	4,800	Group B Service
Principal	Grades 11-12	50% promoted from High School Head Masters 50% direct recruitment through UPSC exam	-Second class Master's Degree from a recognized University or equivalent, -Degree in Teaching/Education from a recognized university or equivalent. -10 years' experience of teaching in a High	10,000-15,200	22,050	Group A Services

3.2 Introduce a Merit-Based Selection Process

School leaders must be selected based on skills, attitudes and competencies expected from a beginner principal as per the suggested competency framework. Research on school leader selection practices indicates that states should use a combination of strategies to screen and select school leaders – through written examinations, interviews, assessment centre data, simulation exercises, situational questions, and other methods.¹¹ These techniques improve the likelihood that school leaders are chosen based on merit and skill.

Senior secondary school principals in Delhi are selected through two routes, promotion and the examination conducted by the UPSC. The Directorate of Education (DoE), Delhi sends the number of vacancies generated to UPSC. The UPSC then issues with a notification inviting eligible candidates to apply for the post (see table 4). A merit list is created by the UPSC based on the written examination and candidates are called for interviews based on their merit list ranking. The final placement of the principals is done by DoE.

Snapshot of the UPSC examination (Table 4)

Limitations of Current Selection Process in the state of Delhi	
Convening body	UPSC
Eligibility	<ul style="list-style-type: none"> i. At least second class Master's Degree from a recognized University or equivalent, ii. Degree in Teaching/Education from a recognized University or equivalent. iii) Experience: Ten years' experience of teaching in a High or Higher Secondary School or an Intermediate College iii. Upper age limit 45 years
Scheme of Exam	<ul style="list-style-type: none"> i. The test will be an objective type ii. The interview will be conducted by UPSC based on merit ranking and tests for school leadership skills
Syllabus	<ul style="list-style-type: none"> i. General Knowledge including contemporary social, economic and cultural issues ii. Hindi and English language skills iii. Reasoning ability & Quantitative aptitude iv. Educational policies & Educational measurement and evaluation v. Management & Financial administration

3.2.1 Written Examination

A proposed School Leader Eligibility Test that reviews teacher candidates' knowledge, experience and leadership dispositions would be a potentially robust screening technique to identify promising candidates.

The introduction of a test that checks for the core competencies and knowledge outlined in the competency framework will help raise the quality of selected school leaders and

¹¹ OECD, *Improving School Leadership: The Toolkit*, 2009.

filter out other candidates. This screening process will also be a step towards making the role of a school leader aspirational, assuming that only candidates sufficiently motivated to lead a school would apply for and undergo a selective examination process. Several states such as Gujarat, Rajasthan and West Bengal conduct written examinations for the selection of school leaders. An analysis of some of these state practices reveals some informative trends as seen in the case study below (refer to Appendix 1 for test syllabi from Gujarat and West Bengal).

Case Study

Gujarat

The HTAT in Gujarat is an objective 120-minute 150-mark paper conducted annually by the Gujarat State Examination Board. A passing score on this examination is mandatory for all candidates aspiring to become head teachers.

Section I – 75 marks Administrative management, general knowledge, education psychology and methodology

Section II – 75 marks School syllabus of classes 1 to 8

West Bengal

Recruitment processes for direct recruitment are guided by the West Bengal School Service Commission (Selection of Persons for Appointment to the Post of Teacher) Rules, 2007.

Implementing Agency West Bengal Regional School Service Commission

Weightage	Written examination	55 marks
	Academic including professional qualifications	25 marks
	Higher academic qualifications	3 marks
	Teaching experience	7 marks
	Personality test (appearance before the P. T. Board is compulsory)	10 marks

Several trends emerge from the states in India that conduct written tests for school leaders, including:

Exam Type:

- Primarily objective-type questions.
- Some have subjective or essay questions that allow the selection committee to gauge candidate's interests and communication skills (e.g. useful in official correspondence).

Exam Content:

- Policy and administrative regulations pertaining to national- and state-specific school education guidelines such as the RTE and SSA.
- General knowledge and current affairs.
- Pedagogy and educational psychology.
- Knowledge of elementary school English, Mathematics and Science.

Frequency:

- The HTAT in Gujarat is developed and conducted on an annual basis by the Gujarat State Examination Board.
- In some other states, frequency may vary depending on the vacancies generated by the Department of Education.

One part of the written examination in West Bengal is a personality test. Finland also relies increasingly on psychological tests to compare school leader candidates.¹² Several countries such as France and the Netherlands are using written tests as part of their recruitment processes for school leaders.

For the state of Delhi, introducing a **mandatory written** examination on an **annual** basis for headmaster selection at all levels and not only senior secondary level will help filter candidates based on knowledge and other competencies needed to perform as school head.

3.2.2. Interview

Interviewing school leader candidates provides an opportunity to understand their ability to work well with teachers and cope in challenging school settings. Such a process reveals a lot about a candidate's commitment, integrity and belief in the importance of learning for all students – qualities essential for a successful school leader.¹³ Putting into place an interview process will help address this gap by reviewing whether a teacher has the necessary skills, knowledge and attitudes to achieve education provisions as mandated at the national and state levels, and to improve teaching and learning under difficult conditions.

Recruitment practices in several countries, namely Finland, France, Singapore, Norway and Sweden, involve an interview conducted by a selection committee. In Singapore, for instance, the selection process includes an interview that focuses on desired attitudes and

¹² International Survey on Educational Leadership, 2012.

¹³ Wallace Foundation, *The Making of a Principal: Five Lessons in Leadership Training*, 2012.

knowledge, as well as intensive reviews of candidates' academic record and contributions to their school and community.¹⁴

3.2.3. Assessment Centre: Presentations, Observations, Group Discussions

A more holistic form of an interview is an assessment centre that typically involves activities and tasks that help determine the presence and strength of leadership skills. An assessment centre helps pinpoint candidate strengths and weaknesses in areas of

NYC Leadership Academy relies on a group interview to assess applicants' problem-solving, communication, self-awareness, and interpersonal skills. Applicants also review a school leadership scenario that tests their real-time problem-solving. The selection process of the NYC Department of Education may include an on-site school visit involving student data reviews, building walk-throughs, and teacher observations.

Case Study

Leadership Programme Selection in the US

An analysis of the selection practices of top school leadership programmes in the United States such as KIPP and New Leaders show that multi-stage selection processes are adopted to select the most capable school leader candidates. In all cases, the selection process is carefully mapped to the school leader selection criteria, competencies and responsibilities identified. However, there are variations in the number of stages they use and the activities involved at each stage.

The first stage is typically a written application (paper-based or online) which includes objective questions that test the applicant's knowledge as well as essay-type questions that assess the applicant's personal characteristics and beliefs, interest and motivation. Some programs advance fewer than 50% of applicants after the first stage.

The following stage is usually an in-person interview of shortlisted candidates in addition to multi-dimensional role-plays and case study scenarios or practical experiential activities about the day-to-day challenges of leading a school. These give applicants a chance to demonstrate their leadership qualities and provide a deep understanding of how these school leader candidates may approach and think through challenging situations.

For example, at the University of Illinois in Chicago (UIC), candidates watch a five-minute video of a classroom lesson, analyse the lesson's quality, comment on teacher and student engagement and propose strategies for the teacher to improve the lesson. UIC also asks applicants to present to the selection committee a strategy for leading and improving a low-performing high school within three years.

administrative expertise, communication, problem solving, and behaviours similar to those required for success in principal positions.¹⁵

Source: Information adapted from Rain Water Leadership Alliance, *A New Approach to Principal Preparation*, 2010.

¹⁴ OECD. *Preparing Teachers and Developing School Leaders for the 21st Century: Lessons from around the world*. 2012

¹⁵ NASSP, 2002.

It is important that the selection committee in these cases be comprised of a pool of experts who have school leadership experience and training in assessment processes.

Since processes such as interviews and assessment centres are subjective, appropriate steps must be taken to guard against irregularities and manipulation in the screening process—all of which directly impact the standard of teaching in schools.

Countries such as Austria, China, Chile, Ireland and Spain as well as the National Association for Secondary School Principals (NASSP) in the United States use activities to observe teacher candidates' behaviour in order to predict future performance in similar work situations in school. Assessment centres can include activities such as:

- presentations of school work proposals;
- written work;
- interviews by committees;
- computer tests;
- simulated school situations;
- observation of teaching videos

3.3 Recruitment Process for School Leaders: Promotion and Direct Recruitment

To ensure the gradual acceptance of a merit-based selection process, the appointment of school leaders by promotion and direct selection should be evenly distributed. This means that if there are 3,000 sanctioned school leader posts, 1,500 of these would be filled with teachers promoted with seniority taking precedence and 1,500 posts filled with teacher candidates directly.

For both types of appointments, however, a passing UPSC headmaster examination score, prerequisite academic qualifications and minimum experience must be made mandatory. Eligibility criteria for the appointment of school leaders should therefore take into consideration the marks scored by the candidate as well as years of teaching experience and educational qualifications. The nature of this provision ensures that competent and qualified teacher candidates at various stages of a career are accorded an equal opportunity to become school leaders.

Candidates appointed by promotion can be weighted based on experience, while those appointed directly may be given greater weightage based on their UPSC test score.

This aligns with the major recommendations of the National Commission on Teachers Report (1983-85), which highlighted that it may be risky to rely entirely on seniority in the crucial matter of school leader selection, that selection ought to be based on merit-cum-seniority, and that it should take into account character, capability and commitment.

Example: suggested selection criteria for the post of Principal in Delhi (Table 5)

Criteria	Promotion	Direct Recruitment
Teaching Experience	Minimum ten years with greater experience (seniority) given more weightage.	Minimum ten years
Minimum Academic Qualifications	Second class Master's Degree from a recognized University or equivalent, Degree in Teaching/Education from a recognized University or equivalent	Same as for promotion
Test screening	Pass score in the UPSC examination with seniority given more weightage. Relaxation for female candidates and SC/ST/OBC/differently abled candidates	Merit list of highest scoring candidates in UPSC exam and relaxation for female candidates and SC/ST/OBC/differently abled candidates
Upper Age limit	None	45 years with a 5 year relaxation for female candidates and SC/ST/OBC candidates
Computer Skills	Passing score on qualifying computer knowledge examination	Passing score on qualifying computer knowledge examination
Other	Annual Confidential Reports (ACR) reviewed (with minimum 70%, i.e. grades 'good', 'very good', outstanding')	Annual Confidential Reports (ACR) reviewed (with minimum 70%, i.e. grades 'good'/'very good', outstanding')

3.4 Key Takeaways from Gujarat HTAT

Gujarat's experience introducing HTAT offers interesting insights to draw from for the use of merit-based school leader selection processes. Some key takeaways include:

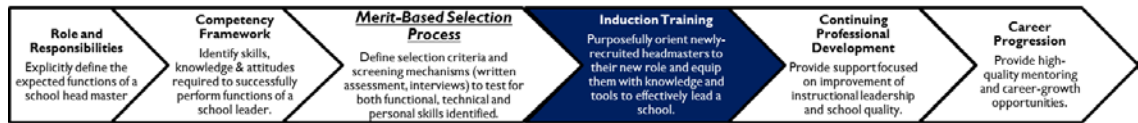
- **Definition of roles and responsibilities:** Most states have not articulated the expected functions of school leaders. A key step taken by the Government of Gujarat was enumerating the roles and responsibilities of head teachers (e.g. conducting 18 instructional periods in a week). This has clearly defined the expectations for the cadre of head teachers.
- **Promotion and Direct Recruitment:** In Gujarat, the introduction of merit-based selection through two routes—promotion and direct recruitment—ensures that motivated candidates at different stages of their career can pursue school leader roles. Capable teacher candidates still have promotion opportunities, while

introducing a process of filtering candidates. Both routes clearly articulate the selection and evaluation criteria, ensuring that selection is based upon merit.¹⁶

- **Transparent recruitment process:** NUEPA has highlighted the prevailing lack of transparency and systemisation in most state approaches toward teacher and school leader recruitment. Clearly defining the stages and timelines in the process and conducting the entire application, selection and placement system online allow for transparency and remove any margin for manipulation. In Gujarat, teacher candidates both apply for the examination online and receive results, posted within a week, online. School and district placements are also made in a centralised system with a standardised screening process that ranks aspiring school leader candidates by the predetermined criteria.
- **Phased recruitment:** The recruitment of school leaders in Gujarat has been introduced in phases based on identified school needs, with schools of greater student strength given preference. This allows for a phased induction process and for changes to be implemented as the need arises.

¹⁶ Research on school leadership has emphasised that lack of specific criteria opens the way for widespread reliance on localistic notions of fit or image of a school principal (Baltzell and Dentler, 83).

4. Induction Training



School leader training often fails to adequately address the evolving role of headmasters. Research on school leader training indicates that the most common gaps are¹⁷:

- curricula that fail to take into account state needs;
- student backgrounds;
- weak connections between theory and practice;
- training staff with little or no experience as school leaders;
- limited opportunities to experience real leadership.

The merit-based recruitment of school leaders must be complemented by an induction training programme in order to orient them to their new role and functions. Results from the School Leader Eligibility Test should be used to inform this pre-service training for new school leaders, thereby targeting their identified areas of improvement. Such a programme also allows new headmasters the opportunity to collaborate with peers, sharing best practices.

Even though all aspiring school leader candidates have teaching experience, they may not necessarily be competent in improving teacher instruction or in fulfilling the necessary administrative and financial school duties. Much of this gap between the existing skills candidates possess and the skills they require can be filled once the role and responsibilities of school leader are clearly defined and specific induction training in those skills is provided to them. A school leader induction programme curriculum typically includes school organisation; administration and finances; school curriculum and learning outcomes; human resource (teacher) management and leadership; and strategic planning.

Recognising this need, Finland, China (Shanghai), England, France and Australia all have comprehensive induction training programs to support school leader on-boarding.¹⁸ More than half of American states now require new school leaders to receive some form of induction support. Mentoring, coaching and school internships are all features of induction leadership development programmes in the United States, Singapore, England and Canada (Ontario).¹⁹ In several Scandinavian countries, the government offers such school leader induction programs in partnership with universities, local municipalities and other providers.

¹⁷Arthur Levine, *Educating School Leaders*, 2005.

¹⁸ In Ireland, survey data showed that only 18% of teachers who received induction training felt that they had been well-prepared to become a school leader before they participated in the training (Morgan and Sugrue, 2005).

¹⁹ Bush and Jackson, *A Preparation for School Leadership: International Perspectives*, 2002.

Todd Whitaker, *Principal Role Changes and Influence on Principal Recruitment and Selection: An International Perspective*, 2003.

Case Study

Gujarat

In India, the Government of Gujarat recognised that the creation of the head teacher post and merit-based recruitment process requires support for newly inducted head teachers. Consequently, an 18-day head teacher induction training was introduced by the Gujarat Council for Educational Research and Training (GCERT). Designed by GCERT, the curriculum's implementation is carried out by the respective DIET.

The curriculum comprises of six modules:

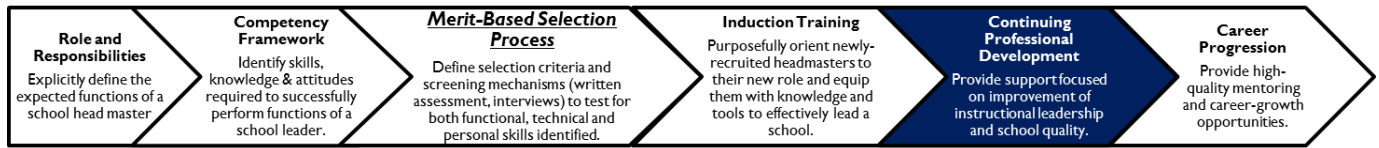
- ✓ Office Keeping
- ✓ Soft Skills
- ✓ Learning Package (information on the RTE and National Curriculum Framework)
- ✓ Computer Aided Learning
- ✓ Pedagogy
- ✓ Gujarat Government Machinery and Initiatives

Shanghai, China

Shanghai has mandated training programmes for all newly recruited school leaders. The training allows school leaders to understand the basics of school administration and curriculum. The program also includes an assessment of a learning assignment prepared by candidates. Upon passing the course, participants are awarded a certificate of professional qualification. New school leaders are required to start the programme within six months of taking up the position. The formal minimum scope of the programme is 300 hours, though this may vary.

Source: International Survey on School Leadership, 2012.

5. Continuous Professional Development



In addition to induction training, successful school leadership requires continuous learning, development and practice. These training programmes should develop school leaders over the span of their careers and should respond to specific school management and education needs. This ongoing support will allow school leaders to update their skills and share new practices. In Finland, for instance, support from colleagues and professional cooperation networks is considered an important part of this provision.

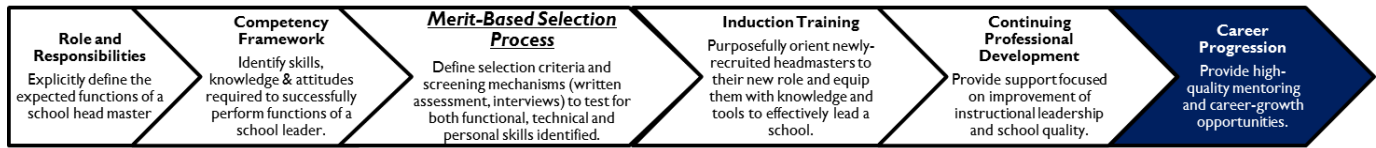
Delhi has, in this regard, taken encouraging steps to support the on-going development of school leaders. To enhance the leadership capacities of the principals of government schools under Delhi state, SCERT has partnered with Creatnet Education (CE). CE is a network of education and leadership professionals and coaches who are facilitating structured continuous professional development for these principals. The programme, which has been approved by the Directorate of Education, will cover all the approximately one thousand principals of government schools under Delhi state over a five-year period. The programme is structured as a series of workshops in a continuous engagement model over a one year period. The first cohort of approximately hundred principals started the programme in December 2014. CE is working with SCERT to begin work with the second cohort by August 2015.

CE's programme is aimed at integrating practice with knowledge and intent. CE's model of facilitated group learning sessions (i.e., their workshops), use a proven framework that enable reflection, application and sharing. The key focus areas of the programme are:

- Understanding one's own leadership:
- Developing leadership in others
- Creating a collaborative learning environment
- Developing shared vision
- Developing teacher competencies
- Developing and living shared values
- Effective management
- Trends in education and technology

The programme was first piloted over 2012-13 with a small pilot batch of ten principals from the south west zone of Delhi. Five of these ten principals are now playing the role of a facilitator for the first cohort, and two facilitators are senior staff from SCERT. This ensures the programme is both contextual and also building systemic capacity within the relevant stakeholders. A continuous leadership development programme of this nature for school principals will increase their ownership, motivation, connection with teachers and children, and alignment with larger purpose of education.

6. Career Progression



Principal career progression should be performance-based and assessed on overall school and student performance, teacher and staff feedback, as well as feedback from parents and community members. The progression should allow for principals to develop into school leader coaches, principal educators, or cluster heads who manage multiple schools.

In Singapore, for example, experienced school leaders are also offered the opportunity to become cluster superintendents who oversee cluster schools and provide leadership and sharing of best practices. KIPP school network in the U.S.A. also identifies and lays out clear career progression roadmaps from teachers to grade-level chairs to assistant principals to founding school leaders and successor school leaders until regional leaders, and the resulting shift in skills that candidates develop as they move from one role to the next.

WAY FORWARD

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Various commissions in India have highlighted the need for strengthening the role and position of school leaders in India:

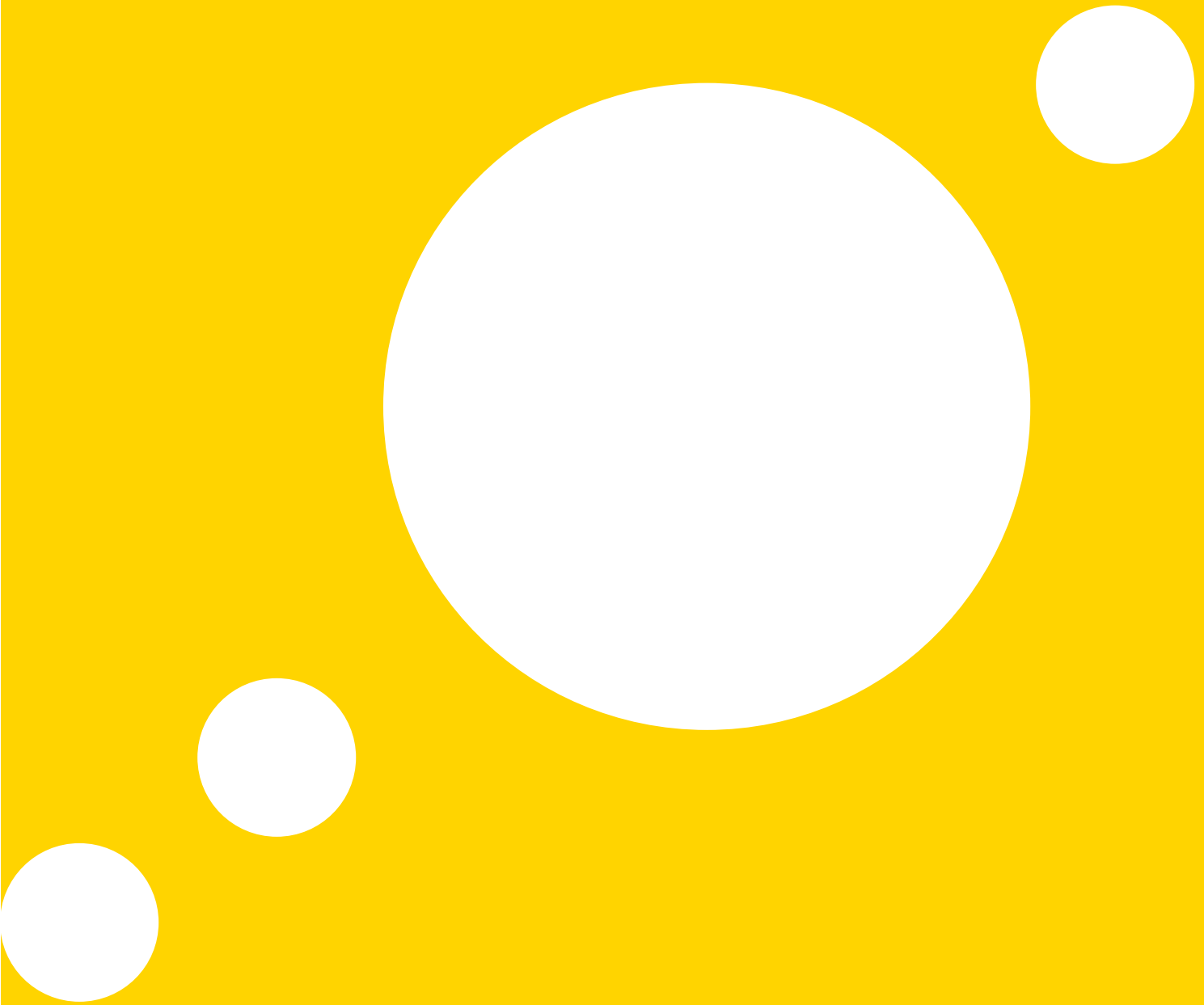
- The 1953 Mudaliar Commission report argued that seniority should not be the top criterion in choosing a school leader and that school leaders should have at least ten years of teaching or administrative experience along with leadership qualities.
- The Kothari Commission (1964-66) also recommended selecting trained and qualified school leaders, emphasising the need for short induction courses for newly promoted school leaders and periodical refresher courses for others.
- The National Commission on Teachers (1983-85) found fault with the policy of school leader appointment based solely on seniority and recommended greater delegation of authority to school leaders.
- The National Centre for School Leadership (NCSL), instituted under NUEPA, has recently recommended that their 10-day school leadership training be further supported by two days of follow-up every quarter to make it a continuous engagement and not a stand-alone capacity building workshop.

Current status of each of the four steps recommended for structured school leadership development in Delhi along with suggested next steps is detailed in Table 6.

Current Status and Suggested Next Steps (Table 6)

Process	Current Status	Suggested Action Steps	Suggesting Implementing Agencies
Roles and Responsibilities	Not defined	<ul style="list-style-type: none"> Identify and define expected code of conduct, duties and responsibilities of school leaders in government schools (administrative, teaching, and other) 	<ul style="list-style-type: none"> Directorate of Education, Delhi
School leader competency framework	Not defined	<ul style="list-style-type: none"> Identify and define skills and knowledge required to perform school leader responsibilities 	<ul style="list-style-type: none"> Directorate of Education, Delhi
Merit-based selection process	<p>Selection of 50% Higher Secondary school Principals through UPSC examination.</p> <p>50% become principals through the seniority route.</p>	<ul style="list-style-type: none"> To make the merit based selection process mandatory. To regularize the process by conducting the examination annually. 	<ul style="list-style-type: none"> UPSC
Induction Training	Not defined	<ul style="list-style-type: none"> Define content for induction training programs of newly recruited school leaders 	<ul style="list-style-type: none"> SCERT, Delhi DIETs

Central Square Foundation would like to partner with Delhi in conceptualising and designing a holistic framework around school leadership. We see an opportunity to critically tie together all the components of a school leader's career path—from defining the role, to selecting and training school leaders, to providing ongoing systemic support, to creating career pathways to administrative posts beyond school leadership, thereby impacting Delhi's school education system on a larger scale.



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