

110TH CONGRESS  
1ST SESSION

# S. 837

To develop a generation of school leaders who are committed to, and effective in, increasing student achievement and to ensure that all low-income, under-performing schools are led by effective school leaders who are well-prepared to foster student success.

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## IN THE SENATE OF THE UNITED STATES

MARCH 9, 2007

Mrs. CLINTON introduced the following bill; which was read twice and referred to the Committee on Health, Education, Labor, and Pensions

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## A BILL

To develop a generation of school leaders who are committed to, and effective in, increasing student achievement and to ensure that all low-income, under-performing schools are led by effective school leaders who are well-prepared to foster student success.

1       *Be it enacted by the Senate and House of Representa-*  
2       *tives of the United States of America in Congress assembled,*

3       **SECTION 1. SHORT TITLE.**

4       This Act may be cited as the “Improving the Leader-  
5       ship and Effectiveness of Administrators for Districts Act  
6       of 2007” or the “I LEAD Act of 2007”.

1 **SEC. 2. SCHOOL LEADERSHIP.**

2 (a) FINDINGS.—Congress finds the following:

3 (1) In the next 5 years, the number of openings  
4 for school principals is expected to grow by 20 per-  
5 cent and the number of principals retiring is likely  
6 to see a marked increase. The resulting principal  
7 shortage is expected to pose the greatest challenge  
8 for urban and rural local educational agencies with  
9 large concentrations of high-poverty and under-per-  
10 forming schools, as those local educational agencies  
11 often attract the fewest new principals.

12 (2) Literature from the American Educational  
13 Research Association concludes that school leader-  
14 ship has significant effects on student learning.  
15 School leaders can have positive effects on student  
16 achievement, primarily by galvanizing effort around  
17 ambitious goals and by establishing conditions that  
18 support teachers and help students succeed.

19 (3) School leaders, especially in under-per-  
20 forming schools, are typically unprepared to foster  
21 student success, as the leaders themselves do not re-  
22 ceive the proper support, resources, and professional  
23 development needed to become effective leaders.

24 (4) A 2003 Public Agenda report found that 72  
25 percent of superintendents and 67 percent of prin-  
26 cipals agree that the typical leadership training that

1 administrators receive does not give administrators  
 2 “what it takes to run today’s school district”.

3 (5) State educational leaders currently lack con-  
 4 crete benchmarks against which school leaders can  
 5 be measured to determine adequacy. State edu-  
 6 cational agencies and local educational agencies also  
 7 lack the funds necessary to recruit, train, and main-  
 8 tain successful school leaders.

9 (b) SCHOOL LEADERSHIP.—Section 2151(b) of the  
 10 Elementary and Secondary Education Act of 1965 (20  
 11 U.S.C. 6651(b)) is amended to read as follows:

12 “(b) SCHOOL LEADERSHIP.—

13 “(1) PURPOSES.—The purposes of this sub-  
 14 section are—

15 “(A) to develop a generation of school  
 16 leaders who are committed to, and effective in,  
 17 increasing student achievement; and

18 “(B) to ensure that all under-performing  
 19 schools are led by well-trained, well-supported,  
 20 effective school leaders.

21 “(2) NATIONAL PRINCIPAL RECRUITMENT PRO-  
 22 GRAM.—

23 “(A) IN GENERAL.—The Secretary is au-  
 24 thorized to establish and carry out a national  
 25 principal recruitment program to assist high-

1           need local educational agencies in recruiting  
2           and training principals (including assistant  
3           principals) through such activities as—

4                   “(i) providing financial incentives to  
5                   aspiring new principals;

6                   “(ii) providing stipends to principals  
7                   who—

8                           “(I) have a demonstrated record  
9                           of effectiveness; and

10                           “(II) mentor new principals;

11                           “(iii) carrying out professional devel-  
12                           opment programs in instructional leader-  
13                           ship and management; and

14                           “(iv) providing incentives that are ap-  
15                           propriate for teachers or individuals from  
16                           other fields who want to become principals  
17                           and that are effective in retaining new  
18                           principals.

19                   “(B) GRANTS.—The Secretary shall carry  
20                   out this paragraph by making grants, on a com-  
21                   petitive basis, to—

22                           “(i) high-need local educational agen-  
23                           cies;

24                           “(ii) consortia of high-need local edu-  
25                           cational agencies; and

1 “(iii) partnerships of high-need local  
2 educational agencies, nonprofit organiza-  
3 tions, and institutions of higher education.

4 “(3) EVALUATION AND MODEL SCHOOL LEAD-  
5 ERSHIP ZONE IMPLEMENTATION GRANTS.—

6 “(A) IN GENERAL.—The Secretary shall  
7 establish a national competitive grant program  
8 to award grants to eligible entities to enable the  
9 eligible entities—

10 “(i) to carry out research-based eval-  
11 uations described in subparagraph (D) ex-  
12 amining the effectiveness of current State  
13 requirements for school leader certification  
14 or licensure in recruiting, training, and re-  
15 taining effective school leaders who im-  
16 prove student achievement at schools that  
17 receive funding under part A of title I;

18 “(ii) to develop plans described in  
19 subparagraph (E) to build upon the State  
20 school leader certification or licensure  
21 process; and

22 “(iii) to create model school leadership  
23 zones in accordance with subparagraph (F)  
24 by implementing such plans.

1           “(B) AMOUNT OF GRANTS.—The amount  
2 of a grant under this paragraph shall be based  
3 on a formula developed by the Secretary that  
4 takes into consideration—

5           “(i) the size of the school-age popu-  
6 lation served by the eligible entity; and

7           “(ii) the availability of additional re-  
8 sources to support the implementation of  
9 the evaluation and the changes to the  
10 State certification or licensure process.

11          “(C) APPLICATION.—An eligible entity de-  
12 siring a grant under this paragraph shall sub-  
13 mit an application to the Secretary at such  
14 time, in such manner, and containing such in-  
15 formation as the Secretary may require. The  
16 application shall demonstrate that—

17          “(i) the results of the evaluation  
18 under subparagraph (D) will be used to  
19 drive changes in the State certification or  
20 licensure process if necessary; and

21          “(ii) the eligible entity is well-posi-  
22 tioned to implement a successful evalua-  
23 tion, as determined by—

24               “(I) a strong commitment to  
25 school leadership among the local

1 school superintendents, teachers, par-  
2 ents, and the local community, includ-  
3 ing private sector and higher edu-  
4 cation leaders; and

5 “(II) an ability to leverage addi-  
6 tional funding to carry out the evalua-  
7 tion as well as the recommendations  
8 made as a result of the evaluation.

9 “(D) EVALUATION.—

10 “(i) IN GENERAL.—An eligible entity  
11 receiving a grant under this paragraph  
12 shall use grant funds to contract with an  
13 external agency that is experienced in con-  
14 ducting qualitative research to carry out a  
15 research-based evaluation of the school  
16 leader certification or licensure process in  
17 effect in the State as of the time of the  
18 evaluation, and the effect of such process  
19 on student achievement.

20 “(ii) DEVELOPMENT.—The evaluation  
21 described in clause (i) shall be developed in  
22 collaboration with groups such as—

23 “(I) veteran school leaders with  
24 track records of demonstrated gains  
25 in student achievement;

1 “(II) institutions of higher edu-  
2 cation involved with school leadership  
3 development located within the State;  
4 and

5 “(III) organizations that rep-  
6 resent school leaders.

7 “(iii) MEASUREMENT.—The evalua-  
8 tion described in clause (i) shall include a  
9 measurement of the following student  
10 achievement indicators for the State:

11 “(I) Student achievement on the  
12 State academic assessments described  
13 in section 1111(b)(3).

14 “(II) Secondary school gradua-  
15 tion rates, if applicable.

16 “(III) The degree of family and  
17 community involvement in the schools.

18 “(IV) Retention rates for school  
19 leaders, particularly in schools that  
20 have not made adequate yearly  
21 progress (as defined in section  
22 1111(b)(2)(C)) for 1 or more of the  
23 school years following the date of en-  
24 actment of the No Child Left Behind  
25 Act of 2001 (Public Law 107–110).



1 “(V) School safety, including de-  
2 creases in the number of suspensions  
3 and expulsions, and other crime re-  
4 porting done by the schools.

5 “(VI) Student and teacher at-  
6 tendance rates.

7 “(VII) Any other factor that the  
8 Secretary determines necessary.

9 “(iv) SUBMISSION OF EVALUATION.—  
10 After the completion of the evaluation  
11 under this subparagraph, an eligible entity  
12 receiving a grant under this paragraph  
13 shall submit a copy of the evaluation to the  
14 Secretary for approval under clause (v).

15 “(v) APPROVAL.—The Secretary shall  
16 review an evaluation submitted under  
17 clause (iv), and shall approve or reject the  
18 evaluation based on the extent the evalua-  
19 tion meets the criteria described in this  
20 subparagraph.

21 “(E) BUILDING UPON STATE REQUIRE-  
22 MENTS FOR SCHOOL LEADER CERTIFICATION  
23 OR LICENSURE.—

24 “(i) IN GENERAL.—In the case of an  
25 eligible entity receiving a grant under this

1 paragraph whose evaluation under sub-  
2 paragraph (D) demonstrates that the  
3 school leader licensing or certification proc-  
4 ess of the State does not yield school lead-  
5 ers who are effective in improving student  
6 achievement, as measured by the student  
7 achievement indicators described in sub-  
8 paragraph (D)(iii), the eligible entity, in  
9 collaboration with the groups described in  
10 subparagraph (D)(ii), shall develop a plan  
11 to build upon the existing State certifi-  
12 cation or licensure processes for school  
13 leaders and improve the effectiveness of  
14 school leaders based on data from the eval-  
15 uation developed under this paragraph.

16 “(ii) CONTENT.—The plan described  
17 under clause (i) may include the following  
18 for potential school leaders:

19 “(I) Experimental training pro-  
20 grams for individuals within the  
21 teaching profession and from other  
22 fields to enable individuals to become  
23 effective school leaders.

1 “(II) Incentives to encourage vet-  
2 eran and new school leaders to lead  
3 low-income, under-performing schools.

4 “(III) Ongoing professional de-  
5 velopment programs with track  
6 records of demonstrated goals in stu-  
7 dent achievement for all school lead-  
8 ers.

9 “(IV) Ongoing support, including  
10 being partnered for the first 2 years  
11 after the individual obtains a school  
12 leader license or certificate with a  
13 mentor who is a school leader with a  
14 demonstrated record of effectiveness  
15 to help design and implement a plan  
16 to improve student achievement at the  
17 new school leader’s school.

18 “(V) Additional, specialized  
19 training for new principals leading  
20 schools with high populations of stu-  
21 dents with disabilities or students  
22 with limited English proficiency.

23 “(VI) Any other requirements the  
24 eligible entity developing the plan de-  
25 termines necessary.

1           “(F) SCHOOL LEADERSHIP ZONE IMPLE-  
2           MENTATION.—

3           “(i) REQUIRED ACTIVITIES.—An eligi-  
4           ble entity that receives a grant under this  
5           paragraph and that is required to develop  
6           a plan under subparagraph (E) shall use  
7           grant funds to create a model school lead-  
8           ership zone by implementing the plan de-  
9           veloped by the eligible entity in an urban  
10          high-need local educational agency partici-  
11          pating in the consortium described in para-  
12          graph (6)(A) and in a rural high-need local  
13          educational agency participating in such  
14          consortium.

15          “(ii) REPORT.—Not later than 60  
16          days after the last day of the grant period,  
17          an eligible entity that is required to carry  
18          out the activity described in clause (i) shall  
19          prepare and submit to the Secretary an  
20          analysis of the effectiveness of the model  
21          school leadership zone, based on evidence  
22          of the program’s impact on the student  
23          achievement indicators described in sub-  
24          paragraph (D)(iii).

1           “(4) STUDY ON EFFECTIVENESS OF SCHOOL  
2 LEADERSHIP ZONES.—

3           “(A) IN GENERAL.—Not later than 4 years  
4 after the date of enactment of the Improving  
5 the Leadership and Effectiveness of Adminis-  
6 trators for Districts Act of 2007, the Secretary  
7 shall enter into a contract with an external  
8 agency experienced in conducting qualitative re-  
9 search to conduct a study, in consultation with  
10 representatives of the high-need local edu-  
11 cational agencies participating in the school  
12 leadership zones described in this subsection,  
13 evaluating the effectiveness of the school leader-  
14 ship zones developed under paragraph (3)(F) in  
15 the recruitment, training, and retraining of  
16 school leaders, as well as the effects of such  
17 zones on student achievement, as compared to  
18 the effectiveness of school leaders at similar  
19 schools served by local educational agencies not  
20 participating in the school leadership zones de-  
21 scribed in this subsection.

22           “(B) CRITERIA FOR EVALUATION.—The  
23 criteria for the evaluation under subparagraph  
24 (A) shall be based on the student achievement  
25 indicators described in paragraph (3)(D)(iii).

1           “(5) GRANTS FOR REPLICATING SCHOOL LEAD-  
2       ERSHIP ZONES AND AMENDING SCHOOL LEADER  
3       CERTIFICATION OR LICENSURE REQUIREMENTS.—

4           “(A) IN GENERAL.—The Secretary shall  
5       award a grant to each eligible entity that re-  
6       ceived a grant under paragraph (3) and suc-  
7       cessfully created a model school leadership zone,  
8       as determined by the study under paragraph  
9       (4), to enable the eligible entity to use the data  
10      and research gathered and analyzed by the Sec-  
11      retary under paragraph (4) to revise the school  
12      leader certification or licensure process of the  
13      State in order to replicate the practices of the  
14      model school leadership zone in other local edu-  
15      cational agencies within the State.

16          “(B) APPLICATION.—An eligible entity  
17      that received a grant under paragraph (3) and  
18      that desires to receive a grant under this para-  
19      graph shall submit an application to the Sec-  
20      retary at such time, in such manner, and con-  
21      taining such information as the Secretary may  
22      require.

23          “(C) AMOUNT OF GRANT.—In determining  
24      the amount of a grant under this paragraph,  
25      the Secretary shall increase the grant amount

1 for each eligible entity that created a successful  
 2 model school leadership zone under paragraph  
 3 (3)(G) that also demonstrated significant posi-  
 4 tive impact on student achievement.

5 “(D) REPORT.—Not later than 60 days  
 6 after the last day of the grant period, an eligi-  
 7 ble entity receiving a grant under this para-  
 8 graph shall prepare and submit to the Secretary  
 9 a report regarding the effectiveness of the pro-  
 10 gram under this paragraph.

11 “(6) DEFINITIONS.—In this subsection:

12 “(A) ELIGIBLE ENTITY.—The term ‘eligi-  
 13 ble entity’ means a State educational agency  
 14 working in partnership with a consortium of  
 15 high-need local educational agencies, which con-  
 16 sortium shall include not less than 1 rural high-  
 17 need local educational agency and not less than  
 18 1 urban high-need local educational agency.

19 “(B) SCHOOL LEADER.—The term ‘school  
 20 leader’ means a principal or assistant principal.

21 “(C) UNDER-PERFORMING SCHOOL.—The  
 22 term ‘under-performing school’ means an ele-  
 23 mentary school or secondary school that has  
 24 failed to make adequate yearly progress, as de-

1           fined in section 1111(b)(2)(C), for 1 or more  
2           consecutive school years.

3           “(7) AUTHORIZATION OF APPROPRIATIONS.—

4           There is authorized to be appropriated, to enable the  
5           Secretary to carry out this subsection and to award  
6           not less than a total of 10 grants under paragraphs  
7           (3) and (5) for each of 5 consecutive years, such  
8           sums as may be necessary for each of fiscal years  
9           2008 through 2012.”.

10          (c) CONFORMING AMENDMENT.—Section 2103(b) of  
11   the Elementary and Secondary Education Act of 1965 (20  
12   U.S.C. 6603(b)) is amended by inserting “(except for sec-  
13   tion 2151(b))” after “subpart 5”.

○