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November 8, 2010

**MEMORANDUM**

**TO:** Legislative Education Study Committee

**FR:** David Harrell

**RE: STAFF BRIEF: UPDATE ON RECOMMENDATIONS OF SJM 3 (2008),  
SCHOOL PRINCIPAL RECRUITMENT & MENTORING**

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**Introduction**

Probably few memorials have had as many long-term effects as Senate Joint Memorial 3 (2008), *School Principal Recruitment & Mentoring* (Attachment 1). Endorsed by the Legislative Education Study Committee (LESC), this joint memorial requested that the Office of Education Accountability (OEA), the Public Education Department (PED), and the Higher Education Department (HED), in collaboration with school districts and institutions of higher education, develop a plan to enhance the recruitment, preparation, mentoring, evaluation, professional development, and support for school principals and other school leaders.

Supported by a grant from the Wallace Foundation, OEA took the lead in the study requested by SJM 3, assembling a wide range of interested parties for a series of meetings throughout the 2008 interim, researching the various aspects of the issues, and arranging presentations by recognized experts and practitioners in school leadership. OEA also participated in two presentations to the LESC on SJM 3 in 2008 and 2009.

- Among its points, the presentation during the 2008 interim:
  - described the work conducted in response to SJM 3, much of it revolving around the statewide meetings hosted by OEA;

- emphasized the shift in the expectations for principals from traditional administrative and managerial roles to a focus on school effectiveness and student learning; and
  - reviewed the history of the LESC's study of and involvement in the issue of school leadership (see "Background," below).
- Among its points, the presentation during the 2009 interim:
    - reviewed LESC-endorsed legislation in response to SJM 3 (see "Recommendations of SJM 3," below);
    - introduced the newly selected director of the School Leadership Institute; and
    - described the national media attention to school leadership developments in New Mexico.

This LESC staff update:

- identifies and summarizes the six recommendations of SJM 3;
- highlights LESC-endorsed legislation that has helped implement some of the recommendations; and
- provides some background to the memorial and the issues it raises, including the impetus for SJM 3 and a chronology of the LESC's previous study of school leadership.

Finally, although the focus of the presentation is SJM 3, the first of the presenters will be a practitioner who has achieved national recognition for excellence in school leadership (see "Presenters," below).

### **Recommendations of SJM 3**

More than two years after passage of SJM 3, fall 2010 seems like a good time to take stock of the progress toward implementing each of the six recommendations "for strengthening New Mexico's capacity to attract and retain strong school leaders." The recommendations are summarized below:

1. Revitalize school principal standards: by devoting particular attention to alignment between the PED rule on administrative licensure and the recently adopted framework for the evaluation of principals and assistant principals; and by implementing a revised, standards-based process through which PED approves all educational leadership preparation programs in New Mexico.
2. Strengthen recruitment, incentives, and retention: by identifying potential school leaders; by considering financial incentives like a loan-for-service program; and by improving the working conditions through such activities as mentoring, internships, and defining school success in terms broader than just the adequate yearly progress of the *No Child Left Behind Act of 2001* (NCLB).

3. Develop and implement the New Mexico Leadership Institute: by supporting a collaborative framework for strengthening the preparation, mentoring, and professional development of school leaders through several specific programs, including a licensure program for aspiring principals, mentoring for new principals, intensive support for principals in schools in need of improvement, support for aspiring superintendents, and mentoring for new superintendents.
4. Establish data and accountability systems: by developing a database that, among other features, links higher education and public school data to track supply and demand and that captures demographic and academic data on leadership candidates.
5. Refine current certification requirements: by changing the required years of teaching experience to obtain a Level 3-B license and by developing a provisional school administrator license.
6. Refine and revitalize university principal preparation programs: by developing a core educational leadership curriculum for the colleges of education and ensuring transferability of this core curriculum; and by having the colleges of education partner in the development of the New Mexico Leadership Institute.

### **Legislation Endorsed by the LESC**

As noted earlier, recently enacted legislation endorsed by the LESC has contributed to the implementation of some of the SJM 3 recommendations. Two of these measures were enacted in 2009.

- Relating to Recommendation 4, SB 123 (Laws 2009, Chapter 20), *Administrators in Accountability Reporting*, requires that data about administrative licensure candidates be included in the Educator Accountability Reporting System. The LESC heard the first presentation reflecting these requirements in December 2009; and the second is forthcoming in December 2010.
- Relating to Recommendation 5, SB 133a (Laws 2009, Chapter 117), *Teacher Licensure Changes*, removes the requirement that applicants for a Level 3-B administrative license hold a Level 3-A teaching license for one year; and it creates a provisional Level 3-B license.
  - At the time of the presentation to the LESC in November 2009, the Professional Licensure Bureau at PED had issued 22 education administration licenses to teachers taking advantage of the provision that reduced from seven to six the minimum number of years of teaching experience required of applicants for administrative licensure. Although these teachers had received their Level 3-A licenses, they had not taught under those licenses.
  - Also by November 2009 the licensure bureau had received five applications for provisional administrative licenses – two from school districts (Los Alamos Public Schools and Roswell Independent Schools), two from charter schools (Aldo Leopold Charter School, in Silver City, and Taos Academy, in Taos), and one from

a Bureau of Indian Education school (Santa Fe Indian School). Because all the applicants met the criteria, each one received a provisional administrative license.

LESC-endorsed legislation in both 2009 and 2010 addressed the implementation of Recommendation 3 and part of Recommendation 6.

- Although SB 124 (2009), *Create School Leadership Institute*, did not pass, an appropriation of \$200,000 to establish the School Leadership Institute was included in the *General Appropriation Act of 2009*. With additional funding from the Wallace Foundation, the leadership institute was established (housed at the University of New Mexico) and a director was hired.
- Enacted in 2010, SB 85, *School Leadership Institute* (Laws 2010, Chapter 65) adds a new section to the higher education statutes to create the School Leadership Institute, administratively attached to HED (see Attachment 2). This legislation requires the institute to provide “a comprehensive and cohesive framework for preparing, mentoring and providing professional development for principals and other public school leaders”; and it prescribes the programs that the institute must offer:
  - licensure preparation for aspiring principals;
  - mentoring for new principals and other public school leaders;
  - intensive support for principals of schools in need of improvement;
  - professional development for aspiring superintendents; and
  - mentoring for new superintendents.

## **Background**

### ***Impetus for SJM 3***

Endorsed by the LESL, SJM 3 was a response to needs identified in a joint study of the three-tiered teacher licensure, evaluation, and salary system by OEA, the LESL, and the Legislative Finance Committee. Presented to the LESL during the 2007 interim, this study found, among other things:

- that the effectiveness of school leaders is second only to classroom instruction among the factors that affect student learning;
- that school leaders in New Mexico face a number of challenges – some as a result of NCLB, others related to the diverse student body that characterizes public schools today, and still others related to the growing importance of data-driven decision-making; and
- that the turnover rate of school principals and district superintendents is a cause of concern (one-half of New Mexico schools had had three or more principals in the last 10 years and 35 percent of districts had had three or more superintendents in the last four years).

### *Previous Study by the LESC*

As noted in the introduction, the LESC has been focused on school leadership at least since the 2001 interim. In some cases, as also noted above, the interim hearings have led to enacted legislation.

- In the 2001 interim, the LESC made the principal as instructional leader one of the committee's focus areas, holding a full-day hearing on the topic. During these presentations, the committee heard from various professionals in the field of educational administration, including university professors, state licensure officials, and practicing principals and superintendents, who collectively provided a multi-faceted view of the state of the principalship in New Mexico and across the country. The major issues at that time were the changing expectations in terms of student learning and instructional leadership, the uses of student performance data, the stressful working conditions, the insufficient compensation, and a looming shortage of qualified candidates.
- These themes continued through the 2002 interim, when the LESC heard additional testimony from national organizations, from model programs in other states, and from the New Mexico State Department of Education, which at the time was considering separate licenses for principals and for superintendents.
- During the 2004 interim, the committee formed the LESC School Principals' Work Group to study issues of compensation for principals and assistant principals that had arisen, in part, from the adoption of the three-tiered teacher licensure, salary, and evaluation system in 2003. One of the recommendations of this work group was to base the principal's and assistant principal's salary on a "responsibility factor."
- During the 2005 interim, the committee's examination of school leaders took the form of extended testimony from the President of Teachers College, Columbia University, who had recently examined school leader preparation programs across the country. This examination found that the overall quality of educational administration programs in the United States was poor and that the degrees that these programs awarded were inappropriate to the changing needs of today's schools and school leaders. This testimony also proposed that New Mexico, with only approximately 200 graduate students in educational administration programs at any given time, was in a favorable position to institute systemic change and to provide the nation with a successful model for preparing effective school leaders.
- Compensation and evaluation of principals and assistant principals were the focal points of committee hearings on the issue of school leaders during the 2006 interim, leading to LESC-endorsed legislation in 2007 that implemented minimum salaries for principals and assistant principals, calculated by multiplying a school-level responsibility factor by the minimum salary of a Level 3-A teacher, and that required an evaluation component.

- Also enacted in 2007 were provisions to allow someone with the “highest-ranked counselor license” to qualify for a Level 3-B administrator’s license and to grant, under certain conditions, an alternative Level 3-B license to someone with a graduate degree and at least six years’ experience teaching or administering at the postsecondary level.
- During the 2007 interim, the LESC received a written report on SJM 15 (2007), *School Administrator Licensure Pathways*. This report recommended that, as an alternative to the standard administrative license, PED promulgate rules to establish a provisional school administrator license that would be renewable for no more than four years, during which time the candidate completes all of the current requirements for a Level 3-B license, which the report considered the “gold standard” for administrative licensure.
- Finally, the presentations during the 2008 and 2009 interims are summarized under “Introduction,” above.

## Presenters

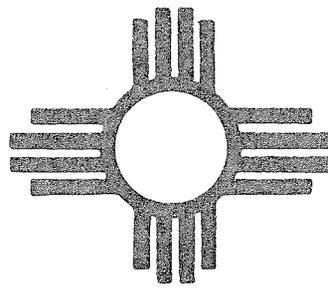
For this presentation, Ms. Teresa Archuleta, New Mexico’s National Distinguished Principal for 2010 and Principal of Valle Vista Elementary School in Albuquerque Public Schools (APS), will discuss the characteristics and preparation of an effective principal.<sup>1</sup>

Following Ms. Archuleta, three other people will provide the committee with an update on the progress toward implementing the six recommendations of SJM 3, with particular attention to activities since November 2009:

- Dr. Susanna Murphy, Secretary of Public Education Designate;
- Dr. Linda Paul, Director, New Mexico School Leadership Institute; and
- Dr. Scott Hughes, Director, OEA.

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<sup>1</sup> Ms. Archuleta was nominated by the staff at her school and selected by her fellow principals through a statewide search conducted by the New Mexico Association of Elementary and Middle School Principals. According to APS, “Criteria for selection of the principals require that the honorees are active principals of schools where programs are designed to meet the academic and social needs of all students and where there are firmly established community ties with parents and local business organizations.” Ms. Archuleta received her award at a ceremony in Washington, DC, in mid-October 2010.



The Legislature  
of the  
State of New Mexico

48th Legislature, Second Session

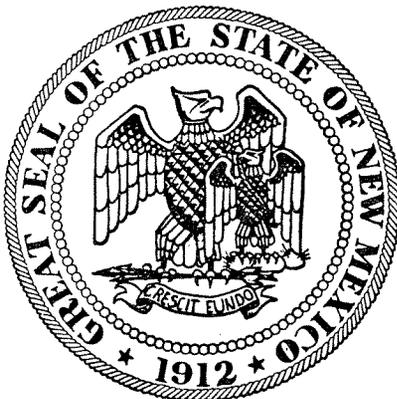
LAWS 2008

CHAPTER \_\_\_\_\_

SENATE JOINT MEMORIAL 3

Introduced by

SENATOR GAY G. KERNAN



FOR THE LEGISLATIVE EDUCATION STUDY COMMITTEE

1 A JOINT MEMORIAL

2 REQUESTING THE OFFICE OF EDUCATION ACCOUNTABILITY OF THE  
3 DEPARTMENT OF FINANCE AND ADMINISTRATION, THE PUBLIC  
4 EDUCATION DEPARTMENT AND THE HIGHER EDUCATION DEPARTMENT TO  
5 DEVELOP A PLAN TO ENHANCE THE RECRUITMENT, PREPARATION,  
6 MENTORING, EVALUATION, PROFESSIONAL DEVELOPMENT AND SUPPORT  
7 FOR SCHOOL PRINCIPALS AND OTHER SCHOOL LEADERS.

8  
9 WHEREAS, the 2003 school reform legislation placed more  
10 responsibility for personnel and instruction upon principals  
11 and superintendents; and

12 WHEREAS, more recent legislation in 2007 increased the  
13 minimum salaries of school principals and assistant  
14 principals according to a responsibility factor; and

15 WHEREAS, research shows that the influence of effective  
16 school leadership is second only to classroom instruction  
17 among school-related factors affecting student learning; and

18 WHEREAS, recruitment, preparation, mentoring,  
19 evaluation, professional development and support are as  
20 important for school leaders as they are for teachers, and  
21 New Mexico does not have a statewide, coordinated approach  
22 for the recruitment and retention of school leaders or their  
23 professional development; and

24 WHEREAS, a joint study during the 2007 interim by the  
25 legislative education study committee, the legislative

1 finance committee and the office of education accountability  
2 of the department of finance and administration identified a  
3 number of challenges for school leadership and recommended  
4 the creation of a systematic plan for the recruitment,  
5 preparation, mentoring, evaluation, professional development  
6 and support for school principals and other school leaders;  
7 and

8 WHEREAS, this joint study found that one-half of New  
9 Mexico schools have had three or more principals in the last  
10 ten years and thirty-five percent of districts have had three  
11 or more superintendents in the last four years; and

12 WHEREAS, this study also found that, according to the  
13 education commission of the states, New Mexico requires more  
14 years of teaching experience to obtain an administrator's  
15 license than other states;

16 NOW, THEREFORE, BE IT RESOLVED BY THE LEGISLATURE OF THE  
17 STATE OF NEW MEXICO that the office of education  
18 accountability of the department of finance and  
19 administration, the public education department and the  
20 higher education department be requested to collaborate with  
21 school districts and institutions of higher education to  
22 develop a plan to enhance the recruitment, preparation,  
23 mentoring, evaluation, professional development and support  
24 for school principals and other school leaders in order to  
25 ensure an adequate supply of effective school leaders; and

1 BE IT FURTHER RESOLVED that the plan include such  
2 components as a review of successful strategies used in other  
3 states for the identification and recruitment of individuals  
4 with leadership potential; an examination of whether existing  
5 requirements for school administrator licenses limit the pool  
6 of potential school leaders; and the development of ongoing  
7 procedures to monitor, coordinate and strengthen professional  
8 development for school leaders, with a focus on professional  
9 development for principals of schools in need of improvement;  
10 and

11 BE IT FURTHER RESOLVED that the office of education  
12 accountability of the department of finance and  
13 administration, the public education department and the  
14 higher education department report their findings and  
15 recommendations to the legislative education study committee  
16 by November 1, 2008; and

17 BE IT FURTHER RESOLVED that, before the plan is  
18 implemented, it be reviewed by the legislative education  
19 study committee; and

20 BE IT FURTHER RESOLVED that copies of this memorial be  
21 transmitted to the secretary of public education, the  
22 secretary of higher education, the secretary of finance and  
23 administration and the director of the legislative education  
24 study committee.

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s/Diane D. Denish

Diane D. Denish, President  
Senate

s/Lenore M. Naranjo

Lenore M. Naranjo, Chief Clerk  
Senate

s/Ben Lujan

Ben Lujan, Speaker  
House of Representatives

s/Stephen R. Arias

Stephen R. Arias, Chief Clerk  
House of Representatives

### **21-1-44. School leadership institute; created; purpose.**

A. The "school leadership institute" is created and is administratively attached to the higher education department. The department shall provide administrative services for the institute. The institute shall provide a comprehensive and cohesive framework for preparing, mentoring and providing professional development for principals and other public school leaders.

B. The institute shall offer at least the following programs:

- (1) licensure preparation for aspiring principals;
- (2) mentoring for new principals and other public school leaders;
- (3) intensive support for principals at schools in need of improvement;
- (4) professional development for aspiring superintendents; and
- (5) mentoring for new superintendents.

C. The institute shall partner with state agencies, institutions of higher education and professional associations to identify and recruit candidates for the institute.

History: Laws 2010, ch. 65, § 1.

**Effective dates.** — Laws 2010, ch. 65 contained no effective date provision, but, pursuant to N.M. Const., art. IV, § 23, was effective May 19, 2010, 90 days after the adjournment of the legislature.