

PERSONAL AND INSTITUTIONAL FACTORS AFFECTING SCHOOL
ADMINISTRATORS' CAREER ADVANCEMENT DECISIONS

By

Charles W. Jeffords

Submitted in Partial Fulfillment of the Requirements

For the Degree of

Doctor of Education

in the

Educational Leadership

Program

SCHOOL OF GRADUATE STUDIES AND RESEARCH

YOUNGSTOWN STATE UNIVERSITY

August, 2008

PERSONAL AND INSTITUTIONAL FACTORS AFFECTING SCHOOL
ADMINISTRATORS' CAREER ADVANCEMENT DECISIONS

Charles W. Jeffords

I hereby release this dissertation to the public. I understand that this dissertation will be made available from the OhioLINK ETD Center and the Maag Library Circulation Desk for public access. I also authorize the University or other individuals to make copies of this dissertation for scholarly research.

Signature:

Charles W. Jeffords, Student

Date

Approvals:

Dr. Richard C. Baringer, Dissertation Advisor

Date

Dr. Gunapala Edirisooriya, Committee Member

Date

Dr. Patricia Hoyson, Committee Member

Date

Dr. Jennifer Jordan, Committee Member

Date

Peter J. Kavinsky, Dean of School of Graduate Studies and Research

Date

ABSTRACT

The purpose of this research was to identify personal and institutional factors utilized by school administrators to make career advancement decisions. A survey of 639 masters' of educational administration, licensure, and doctoral students that attended Youngstown State University from 2002 to 2007 was conducted in the spring of 2008. Responses yielded sufficient data from which to identify factors and draw conclusions regarding the issue of school administrator shortages across the country.

Current literature provided substantial evidence that several states have encountered school administrator shortages. However, their efforts have not yielded specific factors contributing to the shortages nor have effective solutions been found to alleviate the problem.

Analysis of the survey results identified factors contributing to the under representation of women in school administration, an untapped pool of potential candidates in areas where shortages exist. Political factors also emerged, exposing school boards and legislative bodies as contributors to environmental conditions and work-related expectations viewed by potential administrative candidates as negative factors.

Identified factors were categorized according to six conceptual perceptions: economic, educational, ideological, physiological/psychological, political, and sociological. Political solutions specifically designed to improve school administrator working conditions and subsequent administrative expectations dominated the recommendations following the study.

DEDICATION

This dissertation is dedicated to my family, whose love and support have sustained me throughout my career, and more recently through the doctoral program. To my wife, Nancy, who frequently read and critiqued my work, kept me grounded in practicality and reality, and never wavered in her support of my educational pursuits, I am eternally grateful. I am truly fortunate to have her to love and share in this experience. To our children, Mark and Sharon, our daughter-in-law Kelly, our grandchildren Tyler and Madeline, and our step-grandchildren Thomas and Ryan, I hope my accomplishments serve to motivate them to always aim higher, strive for excellence, and accept no failure. The future is theirs to do as they wish, educated and prepared for any challenge.

ACKNOWLEDGEMENTS

The completion of this dissertation represents the collective efforts of many people who offered expertise, opinion, critique, and evaluation to me as I developed, researched, and wrote about the topic of school administrator career advancement. Sincere thanks goes to my dissertation committee for their expertise and guidance during the research and writing process. I especially appreciated the efforts of Dr. Richard Baringer, committee chair, for his time, wisdom, and encouragement. To Dr. Gunapala Edirisooriya, Dr. Patricia Hoyson, and Dr. Jennifer Jordan I extend my profound thanks for their willingness to serve and contribute as members of my dissertation committee.

A special thank you goes to Julia Lloyd for formatting my work and assisting in the editing process to assure compliance with proper dissertation protocol, to Cathy Harvey for her assistance with mailing procedures for the research survey, and to Dr. Mohammad Jadun for his assistance with technological problems.

I reserve very special thanks for my son, Mark Jeffords, for his extraordinary expertise with computers and computer graphics. He provided immeasurable assistance at a time when I thought the computer was out to sabotage my entire dissertation. Mark's patience, understanding, and computer skills definitely helped me accomplish the goal of completing my doctorate.

TABLE OF CONTENTS

SIGNATURE PAGE		ii
ABSTRACT		iii
DEDICATION		iv
ACKNOWLEDGEMENTS		v
LIST OF TABLES		
Table 1	Factors Contributing to the Administrative Shortage In Iowa	18
Table 2	Strategies to Address the Administrator Shortage In Iowa	21
Table 3	Categories of Competencies of Potential Leader	31
Table 4	Five Recommendations Designed to Remove Existing Barriers to Prospective Administrators	40
Table 5	Mistakes Administrators Make That Contribute to Professional Deterioration	42
Table 6	Seven Strategies for Administrative Success	44
Table 7	Instructional Solutions Designed to Reduce Administrative Shortage	50
Table 8	Factors Making Leadership Succession Problematic	51
Table 9	Trends in Educational Administration Involving Women and African Americans in Public Elementary and Secondary Principalships in the United States	57
Table 10	Reasons Women are Underrepresented in Higher Level Administrative Positions	59
Table 11	Survey Distribution and Response Results	72
Table 12	Gender of Participants	74
Table 13	Racial/Ethnic Distribution of Participants	74

Table 14	Marital Status of Participants	75
Table 15	Participants' Highest Earned Degree	76
Table 16	Responses (Number/Percentages) Indicating Degree to Which Each Barrier Limits Administrative Opportunities for Women	87
Table 17	Responses (Number/Percentages) Indicating Degree To Which Each Factor May Help Advance Career Opportunities for Women	90
Table 18	Participants' Responses/Percentages Rating Issues and Challenges Facing School Administrators	96
Table 19	Distribution of Survey Questions by Conceptual Perception Category	99

LIST OF FIGURES

Figure 1	Scheme of Progression	10
Figure 2	Comparison of Participants' Current Licensure Status, Program, Aspirations	77
Figure 3	Participants' Present Positions	79
Figure 4	Factors Considered When First Entering School Administration	82
Figure 5	Factors Considered When Deciding to Advance to a Higher Administrative Position	84
Figure 6	Factors Considered When Deciding Not to Enter School Administration, Advance to a Higher Position, or Continue in Administration	85
Figure 7	Factors Inhibiting School Administrator Effectiveness	92
Figure 8	Amount of Stress Encountered by Administrators in their Current Position	94
Figure 9	Distribution of Questions in the Conceptual Perception Categories	100

CHAPTER 1	INTRODUCTION	
	Introduction	2
	Statement of the Problem	2
	Purpose of the Study	8
	Significance of the Study	11
	Limitations and Delimitations	12
	Definition of Terms	12
	Summary	13
CHAPTER 2	LITERATURE REVIEW	
	Introduction	14
	Economical	16
	Educational	26
	Ideological	33
	Physiological/Psychological	41
	Political	45
	Sociological	49
CHAPTER 3	METHODOLOGY	
	Design of the Study	65
	Population and Sample	68
	Data Collection	68
	Data Analysis	69
	Limitations	58
CHAPTER 4	DATA ANALYSIS	

	Data Analysis	71
CHAPTER 5	CONCLUSIONS AND RECOMMENDATIONS	
	Overview of the Study	101
	Influence of the Literature	102
	Career Advancement	104
	Diversity and Social Justice	106
	Systemic and Institutional Influence	109
	Issues and Challenges	112
	Summary and Reflections	115
REFERENCES		
	References	119
APPENDIX		
Appendix A	Fact Sheets on Alternative Licensure for Administrators in Ohio	128
Appendix B	Email Response from Deborah Telfer	140
Appendix C	Email Response from Dr. Tanya Price	141
Appendix D	Email Response from Dan Smith	143
Appendix E	Email Response from Rasheeda Whitthorne	145
Appendix F	Email Response from Darrell Rud	147
Appendix G	Email Response from Nancy Farmer	149
Appendix H	First Report Prepared by the Principals Executive Program (2004)	150
Appendix I	Second Report Prepared by the Principals Executive Program (2007)	165
Appendix J	Survey Instrument	185

Appendix K	Permission from Human Subject Research Committee	193
Appendix L	Letter of Introduction	194
Appendix M	Informed Consent Form	195

CHAPTER 1

INTRODUCTION

Statement of the Problem

Since the beginning of the twenty-first century, a shortage of school administrators in the United States has prompted discussion and study by political organizations and educators (Chirichello, 2001). At this time, the need for qualified educational leaders in administrative positions is crucial in the education profession as public criticism and scrutiny continue to challenge schools. According to Chirichello, the problem of filling administrative vacancies has become more prevalent with the present cadre of school administrators nearing retirement age. Even though the number of school administrators is not diminishing, many rural, suburban, and urban school districts are finding it difficult to attract qualified leaders from the teaching or administrative ranks into positions of greater responsibility and leadership. The retirement effect could produce a negative impact on districts forced to settle for less experienced school administrators. While literature addresses this issue and confirms the need to continually examine the problem, there is little evidence to support efforts to determine why educators became certified in school administration and then chose not to pursue administrative careers or advancement.

Current research modified traditional thinking regarding the shortage of administrators to include the term “qualified administrators.” Recognition of the concept of qualified school administrators having more experience, longevity, and/or preparation has provided additional research incentive to those seeking to resolve the school administrator shortage. Research conducted by the Educational Research Service (1998) included an (a) emphasis on reasons for the shortage; (b) where potential candidates were coming from both geographically and professionally; and (c) the role of diversity as a contemporary factor, especially relative to women and minorities. They also examined current programs at the local level that encouraged the professional development of school administrators.

Potential administrative candidates, participating in the Educational Research Service study, cited insufficient compensation, additional stress, increased time demands, and substantial increased responsibilities as reasons for not considering advancement. These factors were contributory to the perceived shortage of qualified administrator candidates, but the overall national problem was not portrayed as being severe. The Educational Research Service study corroborated the existence of a shortage of qualified candidates for administrative positions in the United States. While many of the potential employers surveyed in the study were satisfied with the candidates that applied for the vacant administrative positions, they were not satisfied with the number of applicants that sought those positions.

Educational institutions are constantly searching for new leaders at the building and central office levels. Many areas of the country are experiencing difficulty obtaining candidates for vacant administrative (i.e., supervisors, assistant principals, principals,

assistant superintendents, and superintendents) positions (Kersten & Kersten, 2006).

Some states, such as Montana and Iowa, are struggling to find administrative candidates, especially administrators with more lucrative qualifications (e.g., an advanced degree, more experience, familiarity with schools of a similar size and demographic composition).

Writing for the Pew Research Center in 2000, Danitz reported that several states were confronting a school superintendent shortage. The problem was particularly severe in large urban districts. The school districts of New York City and Los Angeles were employing interim superintendents until they found the right person for the position. Detroit City Schools Board of Education searched for 11 months and was unable to find a suitable superintendent candidate for their schools. The general consensus indicated that the same candidates were applying for positions with the larger urban districts, thus reflecting a need for new and different applicants to fill those positions. Increasingly, school districts began looking at candidates from outside the profession, instead of considering career educators (Danitz, 2000).

In 2006, the American Association of School Administrators conducted a State of the Superintendency Survey. These surveys were emailed to 8,000 superintendents around the country and 1,388 responded. The survey reflected the opinions of superintendents regarding tenure, career path, preparation, working conditions, and compensation (AASA, 2006).

According to the 2006 study, tenure for superintendents averaged about 6 years. Career paths for superintendents usually began in smaller districts and advanced to larger districts with experience. Larger district superintendents advanced through central office

positions, while smaller district superintendents advanced from principalships. Most of the superintendents surveyed reported that their preparation was adequate for the position. Some concerns were reported regarding the amount of stress associated with the superintendent position. Of the superintendents surveyed, 59% indicated that their stress levels were great or considerable. The issue of compensation, while not a motivator, is a significant political problem and a source of dissatisfaction for many superintendents (Glass, 2007).

With respect to the highest level of school administration, increasing evidence supports the notion that the position is attracting fewer applicants than in the past. Districts with severe problems are experiencing recruiting difficulties because potential applicants perceive such positions as almost impossible to manage. Increasing accountability coupled with training and licensure requirements make it difficult for top-level administrators to envision the superintendency as a viable career option. Glass (2000) described this dilemma as the shrinking applicant pool and posited that until the superintendency becomes a more attractive option for potential applicants, the issue will remain a matter for concern.

As colleges and universities continue to prepare educational leaders for administrative positions, the need for additional information regarding school administrator career advancement decisions becomes increasingly relevant. This research was designed to identify personal and institutional factors that affect career advancement decisions made by school administrators. By identifying the specific factors school administrators use to make career advancement decisions, potential employers may better

understand what actions are necessary to recruit, maintain, and retain competent leaders in their institutions.

According to Whitaker (2001), there appears to be a shortage of people to replace practicing school administrators as they move to other positions within the profession, retire, seek positions outside the profession, or vacate administrative positions for other reasons. Although colleges and universities continue to prepare administrators at all levels, not all are seeking administrative positions or attempting to move to higher levels of administration. For some, administrative certification is sufficient motivation for continuing in a program leading to a higher degree and the potential for a higher position on a salary scale. It cannot be assumed that advanced preparation has any implications for filling future administrative vacancies.

According to a recent Rand study, there are two primary factors responsible for the administrator shortage. The first is that many administrators are lured away from the profession to pursue other careers; the second is that many administrators are close to the age of retirement (Rand Corp., 2003). The Rand study did not project a national crisis with respect to an administrator shortage, but did acknowledge the existence of significant numbers of school administrators nearing retirement age.

A 2001 research study at Simon Fraser University, originally designed to document a worldwide teacher shortage, predicted a shortage of school administrators (Grimmett, 2001). This British Columbia university study reported similar results to those found in the United States. With many current administrators nearing retirement age, future demand was imminent. However, experienced teachers were reluctant to

pursue administrative positions due to greater time commitments, marginal group influence, and perceived adversarial conditions.

Research to determine the role licensure plays in determining the status of administrator supply in states across the nation further legitimized the school administrator shortage. Feistritzer (2003) reported that the National Center for Education Information surveyed numerous states to determine (a) if a shortage existed, (b) the number of administrative licenses issued during the past five years, (c) the number of administrators hired in the past five years, and (d) if any licensure waivers had been granted. The research revealed that there was no significant attempt to incorporate nontraditional candidates into existing administrative positions. Most states reported little concern for administrator shortages, but did have some problems with the quality of candidates as reported by individual districts.

Current emphasis on (a) administrative accountability following implementation of the No Child Left Behind Act and (b) compensation issues attributed to financial problems at the district level have contributed to perceptions by prospective administrators that the negative aspects of a principalship or superintendency outweigh positive factors. This situation is demonstrated by a decrease in the pool of administrative candidates in many areas of the country (Bureau of Labor Statistics, 2005). Administrators who leave the profession for retirement pose a constant problem for all school districts, regardless of size.

Issues of social justice also contribute to the administrator shortage by reflecting the under-representation of women and minorities currently in or contemplating an administrative position. Many women avoid seeking administrative positions because of

perceived gender equity issues in the system. They also encounter gender bias from district personnel responsible for screening potential candidates. The same can be said for minority candidates. However, the problem can also be viewed from the institutional perspective. If potential employers are not prepared or capable of dealing with female or minority candidates, the potential pool of administrative candidates is substantially reduced to male candidates that are White. This reflects the current status of administrators across the nation today (Pounder & Merrill, 2001).

Although the picture regarding the shortage of school administrators is not always clear, there are several positive aspects that are worthy of consideration. As administrators age and ultimately retire, opportunities will become available for prospective administrators to either enter or move up into administrative positions vacated by retirees. However, educational institutions are frequently unprepared for administrative vacancies and do not have internal incentives for qualified candidates to experience administrative responsibilities and duties before having to consider moving into an administrative position. Such incentives are not only beneficial; they provide systemic guidelines for prospective candidates that envision their administrative attributes to be compatible with those of a potential employer.

Purpose of the Study

The purpose of this research was to identify personal and institutional factors affecting career advancement decisions of school administrators. By increasing awareness of a school administrator shortage, educators should become motivated to take

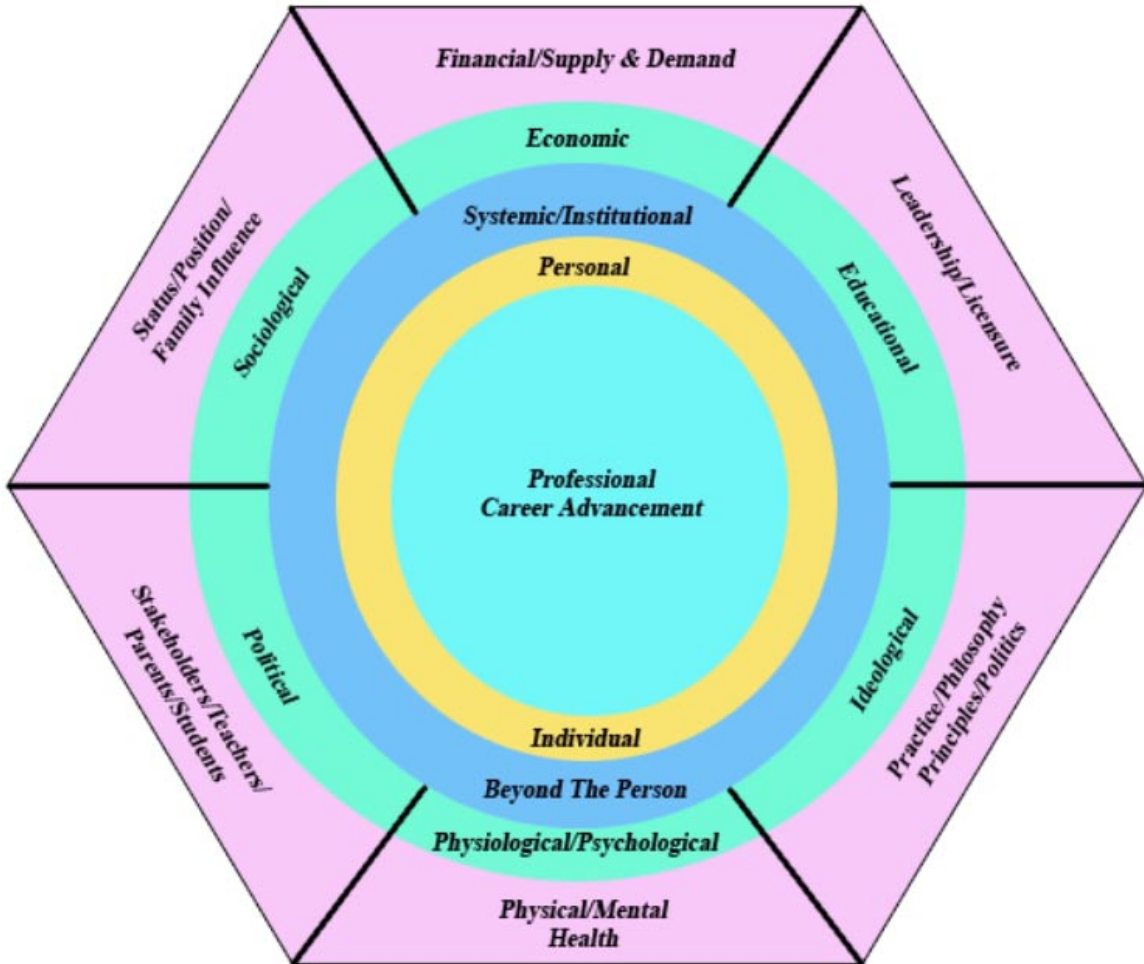
advantage of administrative opportunities in school districts of all sizes across the country.

Identification of personal and systemic factors was determined by surveying master's of educational administration, licensure, and doctoral students that attended Youngstown State University from January 1, 2002 to December 31, 2007. Analysis of survey responses was categorized according to six conceptual perceptions depicted in the Scheme of Progression (see Figure 1).

The Scheme of Progression illustrates a theoretical sequence school administrators follow when making career advancement decisions. The center of the design represents the area where initial factors are considered. Personal/individual issues reflecting physiological/psychological and educational factors are indicative of primary concerns followed by factors that emerge as being systemic, or beyond the person. Encompassing both personal and systemic initial considerations are six conceptual perceptions yielding career advancement factors that are (a) economical, (b) educational, (c) ideological, (d) physiological/psychological, (e) political, and (f) sociological. The outside ring depicts application of each of the six conceptual perceptions, although not representative of an exclusive population or practice.

The Scheme of Progression was included in a research papers presented at two regional educational research conferences (Jeffords, 2007, 2008). It was also included in a poster presentation at a national educational research conference (Jeffords, 2007). The presentations focused on the issue of career decisions of school administrators and were submitted for peer review and reaction.

Figure 1. Scheme of Progression



The literature review and research methodology of the survey technique was utilized to answer two research questions germane to this study:

1. Are school administrators choosing not to enter into administrative positions or advance to positions of greater responsibility because of personal and/or systemic reasons?
2. What factors govern the career advancement decisions of school administrators?

The two questions were intended to determine if school administrator career advancement decisions are causal to a shortage of school administrators. The second question identified specific factors contributing to school administrators' career advancement decisions.

Significance of the Study

The significance of this research was that it focused attention on school administrator's career advancement decisions, perceived causal to a school administrator shortage. This study will be helpful in understanding the school administrator shortage issue and career advancement factors causal to the shortage, as well as provide guidance to policymakers and institutions seeking to resolve the shortage before it becomes even more problematic. This research was designed to stimulate further study of the school administrator shortage issue and the factors associated with school administrator career advancement.

Limitations and Delimitations

This research was limited to potential and practicing school administrators enrolled in the Master's or Doctoral Program in the Beeghly College of Education, Department of Educational Foundations, Research, Technology, and Leadership at Youngstown State University. Survey responses were dependent upon the participants' perceptions and individual interpretation of each survey question. Data collection occurred during the spring 2008 semester to facilitate data collection and analysis.

Limiting this study to the Youngstown State University environment reduced the potential size of the sample; the population for this study included all school administrators in northeast Ohio and northwest Pennsylvania. Data analysis of the participants' responses was indicative of a larger population and provided baseline data for further investigation.

One delimiting factor affecting this research is that it was conducted in Ohio. However, the literature review was expanded to include an examination of the school administrator shortage on a national level. The overall result of a national review determined where school administrator shortages are occurring and what causes can be attributed to these shortages.

Definition of Terms

The term "school administrators" as used in this research applies to potential and currently practicing school administrators. Participants may be from Ohio or Pennsylvania as both states are frequently represented in administrative coursework at Youngstown State University.

Summary

In Chapter 1 of this research, the researcher provided a descriptive overview of the school administrator shortage issue and legitimized the shortage through a systematic review of current literature. The literature review in Chapter 2 reflects relevant research in six categories (i.e., economical, educational, ideological, political, physiological/psychological, sociological) as they relate to the school administrator shortage and potential career advancement factors as perceived by school administrators. Survey methodology presented in Chapter 3 builds upon the literature review as a foundation for conducting an analysis of career advancement factors as identified by practicing school administrators. Survey results are presented in Chapter 4 and discussed in Chapter 5.

CHAPTER 2

LITERATURE REVIEW

Introduction

The literature review for this study examined research from library and Internet sources to determine if a shortage of school administrators existed and what factors contributed to school administrators' career advancement decisions. The focus of the review was derived from two research questions.

1. Are school administrators choosing not to enter into administrative positions or advance to positions of greater responsibility because of personal and/or systemic reasons?
2. What factors govern the career advancement decisions of school administrators?

Attempting to answer these questions, the researcher sought to determine gaps in the research regarding the school administrator shortage and career advancement factors of school administrators. Any identified gaps relevant to this research are indicative of a need for further study.

Contemporary literature review was limited to research conducted within the last 10 years. Several research studies conducted prior to 1997 were also reviewed and included if results were relevant to the study. Topical books, dissertations, position

papers, research articles from periodicals and journals, and independent studies by research institutions are legitimate sources for critical review and were included in this literature review.

The organization of the literature review was formatted to reflect research examined according to the six conceptual perceptions of educational administrators depicted in Figure 1. Each conceptual perception is reflective of the perceived school administrator shortage and associated career advancement factors of school administrators. The six conceptual perceptions are (a) economical, (b) educational, (c) ideological, (d) physiological/psychological, (e) political, and (f) sociological.

Following the literature review, the findings of other researchers are summarized relative to the school administrator shortage and describe how school administrators' career advancement decisions are conceptually interrelated to this national educational issue. During the literature review, insufficient research relative to aspects of the school administrator shortage or career advancement factors utilized by school administrators was considered indicative of the need for additional study and further referenced in Chapter 5. At the conclusion of the study, following data analysis, the researcher provides recommendations relative to future research implications derived from this study.

Since this research was conducted in Ohio, the literature review was initiated by examining the school administrator shortage issue in Ohio. Ohio's superintendent of public instruction, Susan Tave Zelman, released an informational packet regarding alternative licensure for administrators in November 2006 (see Appendix A). Zelman (2006) described opportunities in Ohio for educators and non-educators to become principals, superintendents, and administrative specialists through high-quality,

standards-based alternative routes. This action signaled termination of the practice of issuing temporary licenses for superintendents and administrative specialists in Ohio. Zelman cited an increasing need to address shortages of school administrators while maintaining high expectations for quality leaders.

Deborah Telfer (personal communication, March 29, 2007), from the Ohio Department of Education, responded to the researcher's inquiry regarding the status of a school administrator shortage in Ohio (see Appendix B). A representative of the Office of the Senior Associate Superintendent for Educational Programs, after conferring with the Center for the Teaching Profession, indicated no shortage of school administrators exists in Ohio. Data cited by the department included reference to 460 entry-year principals (i.e., individuals who are licensed and completing the entry year program as first-year principals). The state had fewer than 150 individuals entering administrative positions through alternate licensure (Ohio Department of Education, 2007).

With no shortage of school administrators in Ohio, rationale for broadening the scope of this literature review to the national level was justified. A richer, more accurate representation of the literature relative to the issues in question provided a better understanding of the significance of this research.

Economical

One common factor in the literature related to the school administrator shortage was the issue of administrative pay. Although administrators earn more than classroom teachers and superintendents earn more than lower-level administrators, often administrative candidates do not perceive higher pay as sufficient motivation to accept a

position that requires more work hours, responsibilities, and accountability to the employer and community, and less time for family and personal activities (Bernstein, 1999). These factors were reflective of the problems experienced by Oregon schools in their search for quality candidates for urban school superintendent positions. The lack of qualified candidates caused urban superintendent salaries in Oregon to rise, thus creating incentive for potential applicants. According to the Council of Great City Schools, the salaries of urban superintendents rose 7.2% between 1999 and 2001 (Stover, 2002). Superintendents with at least 5 years experience saw their salaries rise by nearly \$40,000 between 1997 and 2001 (Stover, 2002).

A shortage of qualified school administrators in the State of Massachusetts was caused by policy related changes in school funding, early retirement plans instituted by the state, and untimely layoffs of teachers and potential administrators. The state's solution was to maintain or increase administrators' salaries as an inducement to current and prospective administrators to remain in Massachusetts rather than seek employment in another state (Pinto, 2007).

The School Administrators of Iowa addressed their state's shortage of administrators in 1996 by identifying the factors contributing to the shortage and developing strategies to alleviate the problem (School Administrators of Iowa, 1996). An examination of their findings revealed information consistent with the six conceptual perceptions described in this study.

Table 1 depicts factors contributing to the administrator shortage in Iowa. These factors were categorized according to the six conceptual perceptions illustrated in

Table 1. Factors Contributing to the Administrator Shortage in Iowa

Economical	Educational	Physiological/ Psychological	Ideological	Political	Sociological
More after school and evening meetings with no extra compensation for administrators.	Possibility that certification and preparation programs do not keep pace with present-day demands.	Stress.	Increased expectations.	Lack of needed resources and support.	Failure of administrators to identify and recruit quality people into the profession.
Insufficient salaries and fringe benefits.			Complexities and responsibilities of school administrator's role.	Lack of information about positive aspects of school administration.	Recognizing the "glass ceiling" that exists for women and minorities to get hired as school administrators.

Table 1 (continued). Factors Contributing to the Administrator Shortage in Iowa

Economical	Educational	Physiological/ Psychological	Ideological	Political	Sociological
			<p>Increased responsibility and expectations due to decentralization and site-based decision making.</p> <p>Longer work days and extended school years.</p> <p>Service demands beyond office hours.</p>	<p>Lack of awareness about the administrator shortage.</p>	<p>Emphasis on the negative aspects of school administration.</p>

Note. Factors reflected in each of the 6 categories from "A Crisis in the Making," by School Administrators of Iowa, 1996.

Figure 1. The chart revealed that most of the factors emanated from ideological, political, or sociological factors.

Table 2 reflects the strategies developed to address the problem of the school administrator shortage in Iowa; these strategies were also aligned with the six conceptual perceptions depicted in Figure 1. Considerable emphasis was placed on developing strategies directed at the educational development of Iowa's future school leaders while still recognizing the need to address other categories. The information in Table 1 and Table 2 is relevant to the six conceptual perceptions and provides evidence that factors and strategies relative to a school administrator shortage can be identified and categorized according to predetermined categorical criteria.

The school administrator shortage issues confronting the states of Iowa, Montana, New York, and California reinforce the position that issues relating to school administrator accountability and school reform are contributing to the need for strong educational leadership throughout the country. According to Fullan (2000), the search for educational leaders has become critical.. Fullan cited (a) demographics, (b) a slow turnover rate of school administrators, and (c) little planning by local institutions for developing future leaders as causal to the administrator shortage. Fullan also described the past 10 years as indicative of a positive trend in the school administrator shortage issue due to an increase in theoretical and practical leadership preparation.

In 1998 the National Association of Elementary School Principals and the National Association of Secondary School Principals collaborated with the Educational Research Service to study the current and projected pool of principal candidates across the nation. Their goal was to determine if a shortage of qualified principal candidates

Table 2. Strategies to Address the Administrator Shortage in Iowa

Economical	Educational	Health Related	Ideological	Political	Sociological
Review salaries and benefits.	Skill-based licensure.	None.	Review expectations.	Provide resources and support.	Remove the “glass ceiling” that exists for women and minorities.
	Field-based preparation.		Celebrate the profession.	Showcase districts.	Increase public awareness.
	More licensure flexibility.				
	Examine examples of leadership initiatives.				

Table 2 (continued). Strategies to Address the Administrator Shortage in Iowa

Economical	Educational	Health Related	Ideological	Political	Sociological
	Provide information to aspiring school administrators.				
	Create incentive programs and support programs.				
	Provide job listings and workshops.				
	Create mentor program for school administrators.				

Note. Strategies reflected in each of the 6 categories from “A Crisis in the Making,” by School Administrators of Iowa, 1996.

existed that was capable of filling current vacancies. In addition, they sought to expand their study to include issues involving (a) rationale for the administrator shortage, (b) diversity among women and minorities relative to hiring practices, and (c) local administrator recruitment and preparation programs designed to attract potential administrative candidates.

The Educational Research Service developed a telephone survey instrument and elicited the services of the Gordon S. Black Corporation telephone research center in Rochester, New York to administer the survey. By telephone, the center interviewed 403 superintendents or central office administrators who experienced the filling of a principal vacancy within the past year.

Results of the survey yielded significant information relative to the initial focus of the study. The study concluded:

1. There is a shortage of qualified candidates for principal positions in the United States.
2. Superintendents reported satisfaction with the educational preparation of the candidates they interviewed.
3. Administrators responsible for hiring principals cited compensation issues, stress, additional responsibilities, and increased time demands as factors they judged to be contributory to discouraging to potential principal candidates.
4. The employment of women in principal positions has not posed as large a problem as increasing the number of minorities in administrative positions.

5. Most districts utilize a formal training program for new principals, but few have an aspiring principal program.

Analyzing the responses to specific questions relating to factors discouraging potential applicants, the Educational Research Service study (1998) revealed several categories directly associated with the six conceptual perceptions being described in this research study. Considering the fact that the Educational Research Service study is nine years old, it is noteworthy that many of the factors identified in 1998 are still relevant in 2007. What is also significant is the lack of follow-up research regarding school administrator career advancement decisions since the 1998 study by the Educational Research Service. Categories identified by the Educational Research Service (1998) study include:

1. Job generally too stressful;
2. Societal problems make it difficult to focus on instruction;
3. Too much time required;
4. Testing/accountability pressures are too great;
5. Difficult to satisfy demands of parents and/or community;
6. Nature of the job viewed as less satisfying than previously;
7. Salary/compensation not sufficient when compared to responsibilities;
8. No tenure associated with the positions.

After reviewing the Educational Research Service report and focusing their research specifically on principals' salaries, Whitaker (2001) and Carrigan, Brown, and Jenkins (1999) observed that inadequate salaries were a major factor considered by administrative candidates when considering entry into a principalship. Administrative

shortages have also caught the attention of boards of education and policymakers as evidenced by the initiation of state-level studies (a) in Montana (1999) to make salaries commensurate with administrative responsibilities, (b) in North Carolina (Carrigan, Brown, & Jenkins, 1999) to review administrative salary schedules, and (c) in Colorado (Whitaker, 2000) to confirm the negative effect of inadequate administrative salaries as a reason for the state's administrator shortage.

The proliferation of states experiencing an administrator shortage emanating from economic factors did not exclude rural, suburban, or urban districts from deliberations to resolve the issue. Referencing rural districts in particular, Howley and Pendarvis (2002) encouraged school boards to invest in leadership by improving salaries and benefits to their administrators. Other incentives were suggested that included stipends for additional coursework, more creative pension plans, and/or residency assistance.

The issue of compensation for higher-level administrative positions was often perceived as inadequate when compared with (a) the additional hours required; (b) the costs of moving a family; (c) poor job security; and (d) the potential for criticism from the board, staff, and community. Although compensation is generally structured according to the wealth of the district, many smaller, rural districts experienced difficulty in attracting quality applicants searching for better paying positions (Glass, 2000).

Not all school administrator career advancement decisions based on economic considerations were related to salaries and wages. One key career advancement issue was the lack of portability among state retirement programs. Because state pension systems vary between states, administrators with experience in one state are hesitant to relocate to another state with a different retirement plan. The tendency is for administrators to

remain in one state and maintain their attachment to one pension plan as they build toward retirement (Natt, 2000).

Applicants for superintendent positions were faced with a myriad of family considerations (e.g., housing issues, relocating children to different schools) and economic factors related to changing demographics and possible inter-state travel. Many districts required their superintendent to live in the district, making relocation mandatory. Complicating this issue was the disparity that existed in retirement programs from state-to-state. Sacrificing retirement benefits deterred potential candidates from seeking career advancement to other states where such benefits reflected significant changes. With job security tenuous, limited to three to five years in most districts, potential applicants approached career advancement with caution (Glass, 2000).

Educational

This section of the literature review examines the strategies designed to develop and enhance learning opportunities for school administrators and employing institutions in order to continue the training and employment of quality educational leaders. As administrative vacancies become available, the goal is to have qualified candidates prepared to apply for those vacancies and employing institutions confident and satisfied that administrative applicants are adequately prepared to accept the responsibilities associated with school administration.

With the average age of principals in the United States approaching 50 (Long, 2000) and 40% considering retirement within the next decade (Ferrandino & Tirozzi, 2000), the possibility of a principal shortage appeared imminent. One solution to the

school principal shortage was to initiate changes in the principals' preparation and job description for the purpose of attracting more principal candidates. Gilman and Lanman-Givens (2001) cited poor compensation, increasing job pressures, accountability requirements, and time constraints as factors discouraging potential applicants from seeking principal positions. Gilman and Lanman-Givens suggested six changes in principal working conditions that could alter the future of the principalship and alleviate the possibility of a principal shortage in the United States. They envisioned these changes as essential elements of school reform and directly correlated with future educational leadership efforts. The changes described by Gilman and Lanman-Givens (2001) were (a) better pay for building principals; (b) more relevant training and professional development; (c) better recruitment; (d) restructure the principal's role, focusing on student learning and instructional leadership; (e) more time; and (f) more authority.

One solution to the school administrator shortage is succession planning (Quinn, 2002). Quinn envisioned individual school districts embarking upon a plan of training potential candidates from within the district, thereby creating a pool of qualified leaders that would eventually staff the district's administrative needs. Such a system would provide for mobility within the system, insure a continuing source of potential candidates, and encourage current staff members to remain and advance into administrative positions as they become available. In such a system, school officials would be viewed as valuing their employees and willing to extend opportunities for advancement. It was hoped that school employees would see such opportunities as reasons for continued quality performance and job security.

The first step in Quinn's succession planning process was the development of a screening process to identify potential leaders in the district. Once identified, potential leadership candidates would participate in an assessment program designed to define specific leadership skills and potential before proceeding with further training. After completing the assessment phase, potential candidates would participate in a mentorship program with practicing administrators and continue their involvement in a formal leadership development program. The school district ultimately would accept ownership of the succession program and become responsible for its success or failure.

The concept of school leadership succession as a means of alleviating school administrator shortage was also the subject of an extensive qualitative study by Fink and Brayman (2006). Utilizing principal interviews and case studies of project schools, Fink and Brayman concluded that the frequent turnover rate among principals affected the success of existing succession plans. They recommended that all schools have a leadership succession plan and that it should be an integral part of the school improvement plan.

In a paper presented at the 14th Annual International Congress for School Effectiveness and Improvement, Chirichello (2001) offered a different perspective. He posited that foundations of leadership identification and training are nurtured through the nation's colleges and universities rather than through individual school districts. Programs specifically developed for the preparation of qualified, certified, and adequately trained educational leaders are slowly emerging across the nation. It will be these programs that provide the motivation for teachers to accept greater responsibilities for advancement to positions of leadership.

More training of educational administrators is needed if performance is to be enhanced and the shortage of leaders diminished. Current programs in leadership training at colleges and universities are depicted as inadequate and insensitive to the needs of today's educational settings (Hess & Kelly, 2005). The conclusions of Hess and Kelly were based on the survey results of 56 of the 496 programs that grant master's degrees in educational administration. Hess and Kelly collected and analyzed 210 "core" course syllabi. Many of the syllabi were found to be deficient in management training. Textbooks used in the administrator training program were found to be lacking information related to essential administrative tasks and responsibilities. Reviews of coursework and textbooks in educational administration revealed severe gaps in pedagogy and methodology in leadership preparation. Administrators attending these programs indicated perceptions of inadequacy in their training for positions of responsibility which often leads to mobility decisions reflective of the shortage of administrators at all levels (Hess & Kelly, 2005).

According to Zirkle and Cotton (2001), educational leadership in career and technical schools faces similar shortages. They cited as rationale for their conclusions: (a) changes in licensure standards; (b) a decrease in teacher preparation programs in career and technical education; and (c) the usual stress, compensation, and long hours described by many current and prospective administrative candidates. Zirkle and Cotton viewed this rationale as representative of many teachers as they debated the factors associated with administrative advancement. They projected the future dismal relative to the school administrator shortage unless conditions change. Professional development in educational leadership must be strengthened and continued if the profession is to continue offering

career and technical schooling and current staff members need to be encouraged to pursue administrative careers.

In a study by Brown and McLenighan (2005), the competencies of potential leaders were identified, evaluated, and grouped into 10 categories (see Table 3). Brown and McLenighan indicated that improvements in certification and training of future twenty-first century leaders would need to be supported and promoted by school communities and school districts in conjunction with university programs. Future administrators can anticipate greater expectations, responsibilities, and accountability from their constituents as well as longer working hours, hopefully better salaries and benefits, and more consideration for the personal side of their existence.

The research of Okojie, Olinzock, and Buck (2002) revealed that employment experiences were directly related to administrator preparation and self-assessment of skills and abilities evaluated during the career advancement decision-making process. Their study obtained data from prospective administrators regarding job placement, employment status, position satisfaction, attitude, and perceptions relative to academic preparation. The time frame for the study was for the period was 1996-2000. The population of the study was 207 graduate students who completed their graduate studies in the Department of Instructional Systems, Leadership, and Workforce Development at Mississippi State University. Over half of the participants reported that the most important factor considered when applying for a position was possession of skills necessary for meeting the demands of the job. Participants perceived their academic training to have been adequate and were confident of their ability to perform tasks

Table 3. Categories of Competencies of Potential Leaders

No.	Categories of Competency
1	Leadership and Management
2	Data Managers
3	Technology
4	Diverse Learners
5	Positive School Culture
6	Global Knowledge
7	Professional Development
8	Honesty and Openness
9	School Governance
10	Support Teacher Leaders

Note. From “Only the Extraordinary for Next Generation’s Leaders,” by B. Brown and H. McLenighan, 2005, *School Administrator*, 62(6), p. 44.

associated with the administrative positions they attained. Although some program limitations were identified, most respondents were able to articulate perceived deficiencies. Positions were obtained by personal contact with prospective employers and finding a position near home was important to many graduates.

The Okojie, Olinzock, and Buck (2002) study encouraged colleges and universities to expand programs to include additional training in more diverse areas of school administration and continue to explore the school administrator shortage issue. They advocated encouraging students to conduct a self-assessment of their skills and abilities and carefully examine future job possibilities from a broader geographical area. Equipped with comprehensive leadership training and a positive attitude toward their ability to provide quality administrative services, potential job applicants would generate a supply of school administrators capable of filling future administrative vacancies.

Schools in large, urban districts with a majority of students from African American communities provide opportunities for minority candidates seeking administrative positions. However, candidates for these positions will need training in both traditional educational leadership pedagogy and a broader perspective that includes knowledge of African Americans (Brown, 2005). With pressures already placed upon school administrators for increased student achievement, better programs for disadvantaged youth, and safer school environments, minority administrators will need to acquire additional skills necessary for meeting the needs of minority students and their parents.

Recent attempts at addressing the shortage issue have produced a response from policymakers that reflects a desire to focus attention on the development of future

educational leaders (Whitaker, 2001). There is a growing sense that an untapped resource for educational leaders exists within the teaching ranks. The task is to encourage and mentor those who demonstrate leadership capabilities and provide the incentives necessary to make advancement opportunities lucrative and worthwhile financially, professionally, and personally.

Writing about the superintendency, Orr (2006) referred to the national leadership shortage and its effect upon urban, suburban, and rural schools that are, or will soon be, searching for a new top administrator. Most urban schools continue to struggle to find qualified candidates for their superintendent's position. Practicing superintendents consider the rigors of the job, compensation, and societal pressures exerted on them by critics and local officials as primary factors for not continuing or seeking other administrative opportunities. Orr also stated a possible solution: the improvement of administrative training, especially in leadership as a vehicle to deal with the social, confrontational, and determinate issues that are now an integral part of the superintendent's role. Current perceptions of practicing superintendents are that most administrator training programs are not providing sufficient leadership training to meet the demands of our present educational society.

Ideological

At the beginning of the twenty-first century, administrative opportunities were available despite frequent turnover at the principal and superintendent levels. According to Bernstein (1999), during the past 10 years, 42% of the nation's elementary principals left their positions and the trend was expected to continue. Bernstein's research discussed

teachers considering the leap from the classroom to administration. Potential administrative candidates perceived the challenges of being a building principal as involving teaching and learning rather than management. New administrators encountered working more days and longer hours, continuing education requirements, solving problems emanating from many sources, exercising leadership, accepting and resolving criticism, and planning for the future.

Legitimacy of the perceived administrator shortage was opened to challenge (Pounder, 2003). Inaccurate data regarding the supply and demand for educational administrators as well as questionable candidate qualifications, poor job desirability, and the perceived effect of the lack of women candidates all contributed to a feeling of uneasy credibility. Pounder speculated that the administrator shortage established credibility when examined for political or ideological reasons, thus providing foundational relevance for systemic reform measures. Furthermore, the one variable that continued to plague researchers is the mobility of administrators. Tracking administrators as they move from one state to another has proven to be very difficult.

A potential leadership crisis was portrayed on a global stage as Fink and Brayman (2006) described its effect on Western culture and systemic initiatives at school reform. Citing the aging of baby boomers and their subsequent retirement from the education profession, Fink and Brayman stated that shortages are inevitable when potential candidates consider opting out of advancement opportunities. The National Association of Secondary School Principals reported that 50% of the districts surveyed in 2000 indicated a shortage of qualified administrator candidates according to Quinn. "This shortage occurred among rural schools (52%), suburban schools (45%), and urban

schools (47%). These shortages of qualified principal candidates also occurred at all levels: elementary (47%), junior high/middle (55%), and senior high (55%)” (Quinn, 2002, p. 1).

Reporting on urban challenge and change, Stover (2002) indicated that urban school districts discovered the pool of qualified school superintendents was diminishing. Although many urban districts were experiencing difficulty obtaining qualified applicants for their top positions, the report admitted there was little data to support that position. While several districts indicated that many applicants applied for superintendent’s positions, they did not feel they received applications from the most qualified candidates. A number of school boards were forced to resort to offering higher salaries or considering candidates from outside the profession in order to fill their positions. This situation resulted in districts having to compete in a diminished market for the services of qualified superintendents.

According to Pounder and Crow (2005), the task became how to attract and retain qualified administrators in the nation’s schools. Pounder and Crow asserted that administrative roles were viewed as being more challenging and less desirable than the job was worth, not only monetarily, but emotionally and physically as well. They urged current administrators to identify potential leaders from inside the system and provide them with opportunities to develop leadership skills so they could assume administrative positions in the future.

Many school districts, including the Birdville School District in Fort Worth, Texas; the Newark Unified School District in San Francisco, California; and the Greenfield School District in Greenfield, Wisconsin, responded positively to the concept

of advancement from the teaching ranks to administrative positions from within the system (Bernstein, 1999). Prospective administrators could benefit from opportunities that provided on-the-job training, such as assistant principalships and internships. The possibilities for providing assistant-level administrative positions were only limited by the creativity of the institutions' devotion to the development of quality administrators from within their own district. Grade-level or lower rank administrators, under the supervision of experienced principals, could have the advantage of performing administrative duties without the stress of building-level responsibilities. In such roles, concentration could be centered on curriculum matters and student-related issues rather than administrative tasks that require considerable work and experience to perform. Not an intended panacea, this institutional reform effort is potentially effective and inexpensive to implement. Commitment by the institution is the only requirement. (Pounder & Crow, 2005). Pounder and Crow also suggested that the distribution of leadership responsibilities within a school district, especially a large urban system, could reduce the stress and workload on administrative staff and prolong the careers of existing leadership personnel. Specific administrative roles need to be redesigned to create a working environment that is conducive to retaining quality administrative personnel and enticing to future administrative candidates.

Three independent research efforts related to the administrator shortage were initiated by Mitgang (2003):

1. Study the current labor market for administrators.
2. Determine the causes for districts' difficulties in attracting qualified candidates for administrative positions.

3. Provide solutions addressing the perceived needs of those districts with respect to existing policies and practices.

According to Mitgang (2003), no nationwide shortage of qualified administrators was found to exist. Districts that experienced difficulty in obtaining candidates for administrative positions were found to have difficult working conditions, large numbers of poor and minority students, low per pupil expenditures, and lower personnel salaries.

Administrative candidates did cite the additional stress of administration, a lack of positive incentives to encourage seeking administrative positions, and increased expectations for administrators to succeed as reasons for not pursuing higher positions. Described by Mitgang as a solution, districts that experience difficulties obtaining administrative candidates will need to review and revise their hiring policies and provide principals with incentives that attract and entice them into considering a career move (Mitgang, 2003).

The shortage of administrators across the nation will not change until school communities and hiring authorities recognize educational leaders for what they are, leaders. VanSciver (2002) viewed the current shortage of educational leaders to be in epidemic proportions across the country. The challenges associated with leadership positions require specialized training and skills. However, these attributes are often thwarted because of a lack of support by the education community. Qualified leaders, by resisting the temptation to further pursue administrative advancement, reflect the resulting shortage through mobility decisions. Many states, the most recent being Delaware, have chosen to have a Secretary of Education rather than a State

Superintendent. This decision reinforces the position that the top educational leadership position in some states is politically grounded as opposed to educationally driven.

A lack of tenure opportunities for school administrators is a significant factor when potential leaders are considering administrative careers. The possibilities for termination, transfer, or changing locations often become a deterrent to seeking administrative positions. Subsequent personal consequences, especially those associated with families also contribute to the decision-making process (VanSciver, 2002).

VanSciver suggested that until the educational community (a) systemically recognizes both the professional and personal attributes of current and potential leaders, (b) supports leadership efforts, (c) stabilizes the workplace as a positive working environment, and (d) allows for leaders to make the difficult decisions associated with responsibility and accountability without fear of reprisals the shortage will continue.

In describing the nation's plight with respect to the shortage of educational administrators at all levels and in all types of school districts, Quinn (2002) echoed the position of VanSciver. According to Quinn, "it is an article of faith that principals occupy a pivotal position in the quest for genuine school reform, yet the task of recruitment and selection of school leaders looms large as a significant barrier to better schools" (Quinn, 2002, p. 1). However, the inaction of school districts to adequately address this issue suggests that either the shortage is perceived as nonexistent or districts choose to ignore the problem of administrator shortage hoping it will just go away.

Focusing on leadership skills and factors that could reduce the shortage of school administrators, Brown and McLenighan (2005) provided supportive rationale for legitimizing the shortage of school administrators nationwide. The combination of a

shortage of leadership candidates and steadily increasing enrollments in school districts creates opportunities for potential leaders in the future. Although the qualifications for future leaders remain consistent, the underlying commitment to children's success in school remains foremost in the minds of those pondering the question of the shortage of educational leaders.

The projected shortage of educational leaders may not be as severe as originally predicted. Potential causes for shortages will vary, depending on the growth and decline of the population and geographic location. Potential administrative candidates may choose to avoid schools that represent a troubled history or present severe professional challenges. Prospective principals often opt to not advance because of longer hours, greater stress, and the potential risks associated with physical and mental health. However, the psychological factors associated with administrative positions are often countered by the individual's incentive to lead a challenged educational opportunity if provided the necessary authority and support (Lashway, 2003).

Tallerico and Tingley (2001) posited an alternative view of the school administrator shortage that said potential school leaders are already trained and awaiting an opportunity to utilize their leadership skills. They presented five recommendations designed to remove existing barriers to prospective administrators provided employing institutions improved current policies and practices (see Table 4).

Boards of education can greatly enhance their chances of attracting a qualified superintendent by adopting clearly defined evaluation measures, for themselves and the superintendent. Such action would serve to convey continuity in responding to the needs of the district and solidarity in developing a positive board-superintendent relationship.

Table 4. Five Recommendations Designed to Remove Existing Barriers to Prospective Administrators

No.	Recommendation
1.	Examine the discriminatory consequences of recent state policy directives for administrative licensure.
2.	Initiate policies that facilitate teachers' entry into administrative leadership.
3.	Increase incentives for experienced teachers to move into educational administration.
4.	Mentor strategically so men, women, and educators of color are all encouraged to pursue school leadership positions.
5.	Provide equity training for school boards, administrators, selection committees and others who influence administrative hiring.

Note. From "The Leadership Mismatch: An Alternative View," by M. Tallerico and S. Tingley, 2001, *American Association of School Administrators Web site*: <http://www.aasa.org>.

By supporting an adherence to ethical and professional standards of practice, boards could demonstrate their desire to employ quality administrators and provide them with the supportive environment necessary for effective leadership (Glass, 2000).

Physiological/Psychological

Stress related issues frequently lead to adjustment disorders affecting both adults and children. According to the American Psychiatric Association (2000), adjustment disorders are physiological responses to identifiable stressors that result in the development of clinically significant emotional or behavioral symptoms. Identifiable stressors are often associated with events that affect individuals or families of school administrators involved in career advancement situations.

Of the factors considered by school administrators deliberating career advancement issues, those associated with personal health can be the most influential. Educational administrators are perceived to have one of the hardest public jobs. Productivity is demanded at exceedingly high levels. The potential for mistakes is high, making for stressful working conditions that are conducive to producing burnout and unsuccessful performance (Heifetz, 2006). Heifetz described five mistakes administrators make that contribute to professional deterioration (see Table 5).

Table 5. Mistakes Administrators Make That Contribute to Professional Deterioration

Mistake	Description
Diagnosing problems wrong.	Not recognizing the characteristics of specialized problems, especially those that are technical vs. those that are adaptive and directly related to human resources.
Not thinking politically.	Not involving the people who could help the most, especially with difficult problems.
Avoiding/mismanaging conflict.	Conflict is a common occurrence in school administration and requires skill and technique to manage effectively.
Having all the answers.	Those that think they do seldom meet with success. A little humility goes a long way toward achieving public respect.
Defensive and isolationist.	Defensive behavior is often the reaction to the intensity and demands of the position. Criticism is endemic to the job and, when understood and accepted as such, it becomes the administrator's ally and strength. The need for support from colleagues is essential as a learning tool as well as a source of emotional contact.

Note. From "Educational Leadership: Beyond a Focus on Instruction," by R. Heifetz, 2006, *Phi Delta Kappan*, 87(7), p. 512

The professional educator that chooses administration as a career decision faces a paradigm shift from an individual seeking one of the hardest jobs in the profession to developing the need for survival skills in order to achieve any measure of success. Feelings of burnout, depression, and losing control in critical situations are becoming increasingly common among practicing administrators. High levels of stress and tension are common in schools where administrators experience confusion regarding priorities, mandates, and community and parental influence (Reasoner, 1995).

Implying that administrators need to enter a “survival” mode, Reasoner posited seven strategies for administrative success (see Table 6). Tenure for school administrators is considered a measure of job satisfaction and performance by employing boards of education. For some administrators it is indicative of their ability to survive the rigors of the job. For urban superintendents, the average tenure is 4.6 years (Borja, 2002). According to a national survey of superintendents, only 49% thought tenure would make the job more attractive to prospective administrators, thus alleviating the shortage (Natt, 2000). Survivability on the job is important, but it is not viewed as a significant factor when considering the physical or mental health of the administrator.

Many school administrators experience health problems due to pressures from parents and multicultural groups seeking equity for minority or disadvantaged children (Grimmett, 2001). Often, an administrator’s professionalism is tested in an aggressive educational environment that forces internalization of issues that normally would be openly addressed and resolved. Social pressures placed upon administrators also lead to institutional decisions that reflect a lack of support for administrative action if political

Table 6. Seven Strategies for Administrative Success

No.	Strategy
1.	<u>Take responsibility for their attitude.</u>
2.	Make effective use of their time.
3.	Acknowledge who they are, how they are perceived, and what strengths and weaknesses they possess.
4.	Build support groups for themselves and their colleagues.
5.	Be climate creators.
6.	Set clear personal goals and refer to them often.
7.	Celebrate their successes with others.

Note. From "Survival Skills for Administrators," by R. Reasoner, 1995, *Thrust for Educational Leadership*, 24(6), p. 28.

repercussions are perceived to be detrimental to the institution. Such a position can have a detrimental effect on the personal health of school administrators (Grimmett, 2001).

Political

Public school districts are governed by boards of education and they reflect the culture, values, and beliefs of communities across the United States. This form of political governance is the closest we get to a representative democracy. The fact that public schools are predominately governed by laypersons occupying seats on boards of education has produced working conditions that frequently infringe upon the administrative authority and productivity of principals and superintendents. Without the support and encouragement of their employers, many administrators and potential administrative candidates view such positions as tenuous and unattractive. Board members often contribute to an environment perceived as (a) stressful, (b) lacking in internal motivation toward advancement, and (c) uneconomical with respect to pay and time requirements. In such a political environment, potential administrators face the decision of having to accept the possibility of working under difficult conditions just to get the position, or rejecting the opportunity (Marshall & Gerstl-Pepin, 2005).

Chirichello (2001), in an attempt to advance institutional reform regarding professional mobility, posited three questions for consideration by prospective employers:

1. What kind of educational leaders do we need?
2. Where do we find them?
3. How do we prepare principals to lead?

According to Chirichello, one resource for potential school leaders is teachers. As school districts continue to experience administrative turnover and decline in the number of qualified applicants for administrative positions, more attention will be directed toward teachers that demonstrate leadership qualities. Many teachers with administrative certification are declining opportunities for administrative positions. The attraction of additional pay is offset by (a) the need for longer workdays, (b) loss of tenure, (c) more certification requirements, and (d) the negative perceptions associated with responsibilities encountered in school administration.

The State of Iowa published a Policy Statement on the School Administrator Shortage (1998) describing the effects the shortage of qualified school administrators had on the state's educational system. The report indicated that while the number of applicants for administrative positions was declining, the number of administrators choosing not to advance into administrative positions was increasing.

The Iowa State Board of Education acknowledged a shortage of school administrators in the State of Iowa and initiated three measures designed to reduce the school administrator shortage and strengthen school leadership across the state. First, the State Board of Education encouraged school districts to intensify their efforts to recruit certified administrators currently in non-administrative positions. Second, colleges and universities were encouraged to examine their leadership programs and redesign them to better meet the needs of today's schools. Third, local and state educational agencies were urged to revise their efforts to provide professional development and mentorship programs for prospective administrators in an effort to provide a supportive network on a regular basis (School Administrators of Iowa, 1998). Currently, many Iowa schools are

considering the creation of an internal program of recruitment that encourages qualified administrators from within the district to prepare and apply for administrative positions as they become available.

From a political point of reference, Mitgang (2003) suggested that districts experiencing difficulties obtaining administrative candidates review and revise hiring policies and provide principals with incentives that attract and entice them into considering a career move. Such action will require systemic reform efforts that result in constructive conflicts with established political organizations and marginalized groups entrenched in local communities.

As identified in this research, continuing efforts to recruit prospective administrative candidates have broadened to include nontraditional candidates from outside the profession. While such individuals are not received training in educational practice and often lack the required credentials, they have either demonstrated leadership skills or possess administrative experience acquired from business or other disciplines. Political entities seeking to employ nontraditional candidates run the risk of obtaining leaders for positions requiring human relations skills only to find that such leaders are not compatible with the demands of parents, students, and staff (Lashway, 2003).

As school boards struggle to find qualified candidates, issues regarding tenure, salary, and residency requirements dominate their discussions. Implications for future political reform need to include a reduction in micromanagement by boards of education, as well as modifications to policies regarding salaries, benefits, and contractual agreements with administrators that are more closely aligned with increased responsibilities and accountability. The ancillary issues that emerged for administrators:

are (a) current administrators' job satisfaction, (b) prejudices in hiring practices, (c) geographic locations of vacancies, and (d) perceived concerns regarding previous experience (Fenn, 2002).

The potential for conflict between the superintendent and the board of education is a major deterrent to attracting applicants for superintendent positions. According to Glass (2000), retirement and board conflict represent two significant factors cited by superintendents as reasons for leaving their positions in a commentary written for Education Week. The influence of local media also contributed to career advancement decisions by potential superintendent applicants. Districts often reflected positive virtues for consideration by potential applicants, but suffered from poor or negative media coverage. The same was true when applicants considered district vacancy notices and employment requirements. The inclusion of specific experience requirements or educational attainment expectations were deterrent factors when perceived as exclusionary by prospective candidates reported Glass. Also reported in his work, women perceived many districts as "male-oriented" and not worthy of the time and effort required to complete a complicated application only to find the screening process dominated by males.

According to Cooley and Shen (2000), factors that influence administrators applying for principalships in urban schools and contribute to the school administrator shortage are: (a) reduced numbers of principal applicants attributed to current educational reform efforts, (b) political activities surrounding schools, (c) excessive involvement of boards of education, and (d) increased demands placed upon principals from numerous sources. Many potential candidates cite inadequate compensation for the responsibilities

required as reason for choosing to not to seek advancement. A contributing to decisions against administrative advancement are (a) the emotional stresses associated with applying, interviewing, relocating, and coping with frustrations that impact the principal's position from unfunded mandates,(b) unrealistic expectations from constituents, and (c) accountability measures relative to student achievement. Cooley and Shen acknowledged that the issue was not about administrators who perceived the problem too complex to be reduced to one systemic or personal factor. They discussed five institutional solutions designed to reduce administrator shortage (see Table 7).

Solutions to administrator shortages are abundant in the literature, depending on where and at what levels shortages exist in particular districts. One such solution involves the development of leadership succession plans and requires the systemic overhaul of many school districts' administrator job descriptions and responsibility factors. Such reforms need to be developed to connect the identification, recruitment, preparation, placement, induction, and ongoing in-service education of potential leaders. Fink and Brayman (2006), after reviewing the work of Hargreaves and Fink (2003), identified four major factors making leadership succession problematic (see Table 8).

Sociological

Applicants for administrative positions often get negative feedback from current employers once their career advancement decisions become known. Applicants' who seek employment elsewhere are viewed as being dissatisfied with either their current position or the district and repercussions are anticipated even if the search was unsuccessful. Since most career advancement application procedures require

Table 7. Institutional Solutions Designed to Reduce Administrator Shortage

No.	Solution
1.	Develop a new policy framework for school boards and superintendents,
2.	Reengineer the principal's job description,
3.	Adjust principals' compensation,
4.	Boards and superintendents must understand that their actions contribute to their respective reputations.
5.	Urban educators must actively market and recruit principals and other administrative staff.

Note. From "Factors Influencing Applying for Urban Principalship," by V. Cooley and J. Shen, 2000, *Education and Urban Society*, 32(4), p. 443–454.

Table 8. Factors Making Leadership Succession Problematic

No.	Factors
1.	Principal turnover has increased.
2.	The chances of continuing success with educational reform are greatly reduced due to the replacement of retiring administrators by less experienced leaders, coupled with increasing accountability measures by local and state policymakers.
3.	Succession plans should attend to the composition and development of the entire leadership team to ensure that successful succession will be a shared, distributed responsibility (Hargreaves & Fink, 2003).
4.	The need for leaders that can motivate and challenge teachers to perform effectively and efficiently, rather than lead for personal edification or ego-centered reasons, is viewed as critical for the future of all levels of educational administration and is indicative of a greater systemic issue; the providing of an environment that is conducive to rewarding positive performance and attracting potential leaders from internal sources familiar with the operations of the district.

Note. From "School Leadership Succession and the Challenges of Change," by D. Fink and C. Brayman, 2006, *Educational Administration Quarterly*, 42(1), p. 62–89.

considerable time to complete (i.e., travel to and from one or more interviews), job performance and family obligations suffer during the process. Considerable weight needs to be given to the nature of the prospective community and its compatibility with the life style and requirements of the potential applicant and his family (Glass, 2000).

Career advancement factors associated with educational administration include discussion of diversity issues and social justice. The two most prevalent diversity issues found in educational administration are the employment of women and minorities. Although 51% of the United States population is female, women represent only about 12% of school superintendents (Keller, 1999). In 2004, Eckman surveyed school administrators in Illinois, Minnesota, and Wisconsin and described these diversity issues as indicative of similarities and differences in role conflict, commitment, and job satisfaction. Focusing on high school principals, Eckman found that surveyed states reflected a lack of qualified candidates for secondary administrative positions. The most common reasons given for administrator shortages were (a) unreasonable time demands, (b) demanding pressures on the principal, and (c) unrealistic expectations relative to student performance (Eckman, 2004).

Eckman, in describing role conflict issues, reported that men and women administrators found their job responsibilities and the expectations of their superiors and community members overwhelming at times. However, women seemed more concerned with balancing their professional and family lives and found that they had more difficulties performing both responsibilities than men. Mobility in terms of changing locations was not a problem for either gender but differences did arise when considering marital status. Regardless of gender, Eckman found that most participants in his research

study did not aspire to the superintendency. Most participants indicated satisfaction with their present positions. Consequently, he concluded that role conflict, commitment, and job satisfaction were significant factors to be considered when examining career advancement options for secondary administrators (Eckman, 2004).

Recruiting and retaining administrators is not a problem exclusive to urban school districts. A literature review by Howley and Pendarvis for the ERIC Digest revealed that similar problems exist in rural schools as well. The influence of job pressures brought on by (a) additional responsibilities, (b) more mandates, (c) long hours, (d) accountability, (e) diverse student populations, and (f) non-competitive salaries have all contributed to a shortage of administrative applicants in rural schools. One reason administrators cite for not seeking an administrative position is attributed to their lack of interest in rural administrative positions lacking financial and human resources. Strategies that could lead to a change in the employment patterns of prospective administrators will have to involve (a) marketing schools more positively, (b) recruiting more women and minorities, (c) improving administrative salaries and benefits, and (d) providing for more productive professional development (Howley & Pendarvis, 2002).

While reviewing a research study by the Educational Research Service, Houston (1998) discovered that while the common perception may be that anybody can do the job, for schools to be effective strong leaders will be needed to ensure future success. Houston outlined his ABC's of administrative shortages as reasons for the shortage of administrative candidates and emphasized the importance of leadership as the key to increased student achievement, staff accountability, and a more lucrative environment for prospective administrators.

The “A” in Houston’s review related to the *abuse* principals and superintendents take as they attempt to balance the demands of the students, parents, and community leaders, often only to become a dart board for public scrutiny and attack. Furthermore, “A” also described the accountability factor as a contributor to the abuse experienced by administrators. Schools and communities often expect the principal or superintendent to fix all the problems associated with their schools, but without the benefit of adequate resources to accomplish the task. Few incentives, financial or otherwise, are offered as compensation for the extensive time and effort most administrators put forth to bring stability to struggling school districts.

Houston’s “B” referred to the *blame* directed toward administrators whenever anything appears to go wrong. Fingers point to those in leadership positions as if they had control over all facets of human behavior, either from students or teachers. Once a problem is perceived, attention is often directed at those in charge regardless of the level of involvement. The subsequent effects of such treatment upon administrators ultimately take its toll in their private lives and their efforts to obtain a positive balance between a professional and private existence. Potential administrators who observe such behaviors and circumstances are more likely to avoid applying for or accepting positions that reflect conditions perceived as potentially stressful.

The final “C” reflected three components: *compensation, compression, and cultural confusion*. The fact that the levels of compensation for principals and central office administrators are often not separated by significant amounts, coupled with the fact that when considering the additional hours and responsibilities associated with administrative positions, many potential administrators decline to consider professional

mobility. The confusion created by a culture that has yet to establish clarity with respect to what is expected for our children and our schools has led many away from exploring leadership opportunities, thus depriving many potential quality leaders of the opportunity to develop and nurture their skills for the benefit of the educational community.

Focusing their research on school administrators, the characteristics of their movement within the profession, and the incentives associated with various administrative positions, Gates, Ringel, Santibanez, Ross, and Chung (2003) found that while their results indicated an availability of sufficient numbers of administrators, the population is approaching retirement age. In 2000, the American Association of School Administrators and the National Center for Education Statistics conducted a survey of 1,719 superintendents from across the country. Of the survey respondents 80% were found to be eligible for retirement. Survey participants reflected the position that, while the potential shortage could be considered serious, many indicated the crisis is largely an urban phenomenon (Natt, 2000).

Considerable research over the past 10 years has produced evidence that women and minorities are underrepresented in leadership positions (Boswell, 2002). However, this gender and minority imbalance in school administrator employment is not indicative of the fact that most graduate students earning administrative credentials today are women (Tallerico & Tingley, 2001). Contributory to the problem of administrator shortage is the systemic perception by political entities (i.e., school boards) that women or minority candidates are less qualified for positions of responsibility. According to Tallerico and Tingley, factors such as (a) demographic school population, (b) culture of the school community, and (c) employer fear of reprisal affect decisions to offer women

or minorities administrative positions. One exception is in schools exhibiting large numbers of disadvantaged minority children or in situations where women can be sheltered in lower level administrative jobs.

Brown (2004) conducted research involving American Indian women in educational leadership positions in Montana as part of a doctoral dissertation. The dissertation was designed to identify barriers that existed for women school administrators, administratively certified women teachers, and American Indian teachers. Acknowledging a shortage of educational leaders in Montana, Brown posited that the potential pool of female, American Indian administrators was a viable source of potential candidates for vacant administrative positions. Brown's research found that barriers existed which limited women who aspired to administrative positions. The identified barriers were (a) a lack of family mobility, (b) a lack of opportunities to gain administrative experience, (c) few professional networks, (d) too few mentors, and (e) a perception that women were not strong school managers. Brown concluded that it was imperative that women actively and aggressively seek leadership experience (Brown, 2004).

Snyder, Tan, and Hoffman (2006) presented statistical data from the Digest of Education Statistics reflecting trends in educational administration involving women and African Americans in public elementary and secondary principalships in the United States (see Table 9). This data was obtained during the 1993-94 and 1999-2000 school

Table 9. Trends in Educational Administration Involving Women and African Americans in Public Elementary and Secondary Principalships in the United States

Trends	1993–94	1999–2000
Schools staffed by male principals	52, 114	47,130
Schools staffed by female principals	27,505	36,660
Number of White principals	67,081	68,933
Number of African American principals	8,018	9,239

Note. From “Digest of Education Statistics 2005 (NCES 2006-030), by T. D. Snyder, A. G. Tan, and C. M. Hoffman, 2006, U.S. Department of Education, National Center for Education Statistics, p. 127.

years. Analysis of this data revealed that female elementary and secondary principals did increase in numbers between 1993 and 2000. However, during the same period of time, the ratio of White to African American principals remained relatively unchanged (Snyder, Tan, & Hoffman, 2006).

Of the 13,728 school superintendents in the United States, 1,984 are women. Even though the percentage of women superintendents nearly doubled since 1990, from 6.6% to 13.2%, the majority (87%) of the nations superintendents are male (Glass, 2000). In reviewing a survey conducted in 2000 by the American Association of School Administrators (AASA, 2000), Glass discovered that of the 2,262 respondents, 297 were women. Data from the American Association of School Administrators survey yielded support to the position that women are underrepresented in high-level administrative jobs. Seven reasons were cited for this phenomenon (see Table 10).

A contemporary discussion of critical issues in educational leadership by Jazzar and Algozzine (2006) cited the work of Glass and the American Association of School Administrators as significant with regard to the topic of women and minorities in educational administration. The American Association of School Administrators attempted to stimulate more interest in hiring women for administrative positions by recommending the following four strategies (Glass, 2000):

1. Change the nature of the superintendency.
2. Boards should make it possible for women superintendents to excel in what they like to do.
3. States and higher education institutions should provide incentives to women to gain the superintendent's certificate.

Table 10. Reasons Women are Underrepresented in Higher Level Administrative Positions

No.	Reasons
1.	Women are not in positions that normally lead to the superintendency.
2.	Women are not gaining superintendent's credentials in preparation programs.
3.	Women are not as experienced or as interested in district-wide fiscal management as men.
4.	Women are not interested in the superintendency for personal reasons.
5.	School boards are reluctant to hire women superintendents.
6.	Women enter the field of education for different purposes.
7.	Women enter too late.

Note. From "Where Are All the Women Superintendents?" by T. Glass, 2000, *The School Administrator*, Retrieved March 9, 2007 from the American Association of School Administrators web site: <http://www.aasa.org>.

4. Districts and search firms should be rewarded by states for hiring women or minority superintendents.

The shortage of superintendents has both received national attention and created interest in superintendents' preparation especially regarding the sociological aspects of the position. Orr (2006) conducted a qualitative study of superintendents' views regarding their careers, experiences, and training for their positions. Utilizing focus group methodology, Orr explored the positive implications of improving leadership training and increasing the support superintendents felt to be necessary for continuing in difficult, stressful, and often demanding situations. This research indicated that current leadership training might exhibit deficiencies when considering the socialization and administrative development of potential superintendents. Current superintendents who participated in this study suggested prospective superintendents should have experience-rich learning experiences, designed to prepare them for the social and cultural interaction endemic to the superintendent's position (Orr, 2006).

Since this research was conducted in the fall of 2007, a decision was made to contact (a) those states previously referenced as having difficulty obtaining school administrators and (b) those states bordering Ohio to determine the status of any current or projected school administrator shortages. The contacted states were: Colorado, Indiana, Iowa, Massachusetts, Michigan, Montana, North Carolina, Pennsylvania, and West Virginia. The responding states were Colorado, Indiana, Iowa, Michigan, Montana, and North Carolina.

T. Price (personal communication, September 26, 2007) from the Colorado Department of Education responded with a willingness to research the school

administrator shortage issue in Colorado (see Appendix C). The Indiana Principal Leadership Academy devoted a special edition of their publication to Indiana's administrators and their prospects for career advancement. Balch (2002) described recruitment, retention, and the professional development of school administrators as crucial to providing leaders for the future. He stated that recruitment is a local responsibility and subject to state intervention should local efforts to retain competent, qualified school administrators in Indiana's schools fail. Balch also advocated more emphasis on professional development, focusing on higher standards for school administrator training and better understanding of the responsibilities associated with school administration. Malone (2002), in the same publication, analyzed the perceptions of Indiana school administrators toward their job and found that the primary reasons school administrators emerged from Indiana's classroom were (a) thinking they could make a difference, (b) provide leadership, (c) expand influence beyond the classroom, (d) be a factor in school improvement, and (e) achieve a personal goal. Malone cited the shortage of principals in Indiana critical and blamed prospective principals' lack of interest in career advancement, the retirement of school administrators as soon as they become eligible, and the influence of new rules and regulations that affect school administrators' jobs.

According to Dan Smith (see Appendix D), Executive Director of the School Administrators of Iowa, there has not been careful research done documenting the current supply of school administrators in the state of Iowa (D. Smith, personal communication, September 27, 2007). Smith indicated that a spring 2007 conference of search consultants

revealed few quality candidates for superintendent positions in Iowa. Smith also described shortages of secondary and minority administrative candidates.

Michigan is anticipating a shortage of school administrators according to the Michigan Department of Education (R. Whitthorne, personal communication, September 27, 2007). According to Whitthorne (see Appendix E), a large percentage of Michigan's school administrators are nearing retirement age and prospective administrators are finding positions outside the State of Michigan more lucrative. Since Michigan only has voluntary school administrator certification, this requirement is viewed by the Department of Education as contributing to the potential shortage.

According to the School Administrators of Montana (see Appendix F), the issue of anticipated school administrator retirement has affected Montana's public schools since 2003 (D. Rud, personal communication, October 2, 2007). Rud indicated that the State of Montana is currently researching the problem of school administrator retirement, but has yet to make any results public.

North Carolina actively addressed the school administrator supply and demand issues as evidenced by two reports from the North Carolina Department of Education (N. Farmer [see Appendix G], personal communication, October 2, 2007). The first report (see Appendix H), prepared by the Principals' Executive Program (2004), cited (a) school administrator attrition, (b) the number of licensed candidates, (c) student enrollment, (d) policies from all governmental levels, and (e) economics as factors influencing school administrator supply and demand. The report also indicated that changes in the licensure law in North Carolina may contribute to a shortage of school administrators throughout the state. Although a large pool of licensed school administrators was identified in 2002

by the North Carolina Department of Education, many prospective administrators remained in the classroom and were approaching retirement age. The report projected a shortage of school administrators through 2008, followed by a period of recovery where there are projected to be more school administrators than positions available.

The second report (see Appendix I), prepared by the Principals' Executive Program (2007), focused on school administrators at all levels. The reserve pool of school administrators referenced in the 2004 report continues to exist in 2007. However, the 2007 report cites the absence of Asian, Hispanic, and Native American educators at all levels of school administration in North Carolina. A significant lack of gender equality was also identified as a potential factor regarding hiring practices, especially at the superintendent level. The report indicated that, over the past seven years, the demand for new principals and assistant principals in North Carolina has remained constant and the demand for superintendents has remained constant for the past two years. The supply of school administrators in North Carolina is affected by two factors: (a) Many graduates of approved Master's of School Administration programs are not entering the field of school administration and (b) significant numbers of licensed school administrators are not currently serving in administrative positions. The report concluded that, although there is a sufficient number of qualified school administrators to fill North Carolina's administrative vacancies, qualified candidates are not actively seeking such positions and the situations seems to be getting worse.

The State of Illinois has initiated efforts to prepare school administrators for leadership positions in the Chicago School System (Olson, 2007). A partnership between the Chicago School System, Teach for America-Chicago, and Harvard University's

graduate school of education has been formed to provide training to potential school administrators from the ranks of experienced educators. According to Olson (2007), a similar partnership was established between Teach for America (New York City based); the Newark, New Jersey school district; and Rutgers University. Teach for America, an organization that prepares outstanding college graduates to teach in high-need urban and rural schools is focusing its efforts on preparing educational leaders for school administrator positions within the next 3–5 years. Olson views these partnerships and subsequent professional development programs as positive steps toward recruiting and maintaining qualified school administrators in participating urban school districts for the foreseeable future.

CHAPTER 3

METHODOLOGY

Design of the Study

The research design selected for this study was a mixed-method approach utilizing a survey (see Appendix J). The decision to combine qualitative and quantitative paradigms emanated from the need to distinguish between assumptions regarding the questions initiating the research and the data collected from the survey. Qualitative research requires that before survey responses can be classified and counted, categories for classification must first be identified. Since qualitative data can be quantitatively coded in a variety of ways, the categorizing of responses according to the six conceptual perceptions cited in this research reflected the need to use both paradigms. The breadth of information yielded from this mixed-method approach enriched the results and expanded the possibilities for more relevant conclusions and recommendations.

The term “survey” refers to one or some combination of the two procedures: questionnaires and interviews. For this research a questionnaire served as the instrument for collecting data. Participant responses were recorded on Questionnaire Response Sheets and electronically tabulated to yield individual and collective results for analysis.

A basic premise of survey methodology is to measure specific variables by asking questions and examining relationships among the variables. The variables in this study,

factors affecting career advancement decisions of school administrators, reflected constructs or concepts that referred to the research questions stated in Chapter 1. The goal was to obtain accurate, unbiased, and generalized results through analysis of the survey participants' responses.

Consideration for coverage, content, and the cost of the survey were necessary if the research design was to be effective and productive. Coverage of a representative sample of school administrators was contingent upon obtaining permission to access a target population of potential and practicing school administrators attending licensure or doctoral classes at Youngstown State University in the fall of 2007, or having previously been enrolled in those classes between January 1, 2002 and December 31, 2007. The Human Subjects Research Committee granted permission in November 2007 (see Appendix K).. A list of 659 potential participants was obtained.

Determining survey content involved developing questions that reflected what the researcher wanted to ask and writing them so that the survey sample could appropriately respond. The survey design was constructed so that responses from each survey question could be recorded on a Questionnaire Response Sheet. Response sheets were then computer scanned for analysis.

The cost of survey development, pilot testing, implementation, and analysis was an integral part of this research design, but not considered prohibitive to the overall conduct of the study. Costs associated with the development and preparation of the survey instrument for use in the pilot test and subsequent research study included paying an experienced editor to format the survey and Office Max to print sufficient copies for distribution. Mailing the surveys involved purchasing envelopes adequate in size to

accommodate (a) the survey, (b) an introductory letter (see Appendix L), (c) informed consent form (see Appendix M), (d) questionnaire response sheet, and (e) return envelope. Survey mailing costs were determined by The United States Postal Service. Questionnaire Response Sheets were purchased in bulk quantity and delivered to the Comprehensive Testing Center at Youngstown State University for pre-slugging with an identifying title before mailing with the survey. Returned Questionnaire Response Sheets from participants were forwarded to the Comprehensive Testing Center for electronic tabulation. Upon completion of the tabulation process, results were returned to the researcher for analysis.

Survey research design, although cost-effective, has inherent weaknesses that can affect research efforts. Exploratory in nature, surveys allow researchers to make inferences from data, but not determine cause and effect. With responses limited to choices reflected on the questionnaire response sheets, participants' opportunity to share written opinions and/or thoughts was not an option. Surveys are affected by reactions of the respondents and by tendencies to give socially desirable responses that enhance self-esteem or appease the researcher. The decision of respondents not to participate or drop out of a research project is not predictable. The issue of bias is always a possibility since the survey process was developed, implemented, and analyzed by a human researcher; however, every effort was made to maintain objectivity.

Survey methodology was structurally applicable to the intended sample for this research. It provided an appropriate forum for identifying career advancement factors considered by school administrators.

Population and Sample

The population for this study included all students either enrolled in licensure classes or the Doctoral Program in Educational Leadership, at Youngstown State University for the time period beginning January 1, 2002 and ending December 31, 2007. The potential number of participants for this study, excluding those participating in the pilot study, was 639. The target population was identified from enrollment records obtained from the Department of Educational Foundations, Research, Technology, and Leadership at Youngstown State University in the fall of 2007. A representative sample of the population was those students who affirmatively agreed to participate and/or responded by completing the research survey. The sample represented participants potentially or actively seeking to obtain, maintain, or upgrade administrative licensure and possessing a history of career advancement decisions, one element of study in this research.

Data Collection

A pilot study utilizing the survey instrument was conducted in the fall of 2007. The Lake County administrative licensure cohort, under the direction of Youngstown State University, served as the target population for the pilot study. Results were analyzed to determine the validity of the survey questions and implications for the final application of the survey to the overall research study.

Data collection for the main research study began during the spring semester of 2008 at Youngstown State University with the mailing of 639 surveys to the target population. A specifically designed survey instrument was used to identify factors

relating to school administrators' career advancement decisions and provide direction and content for future, more detailed research. Two weeks after the first mailing, follow-up post cards were sent to those potential participants not responding to the initial mailing.

Data Analysis

Initial analysis of the survey data involved separating demographic information from career advancement factors. This format allowed for the development of tables depicting both the demographic data and factors associated with career advancement decisions. Career advancement factors were coded and charted according to the six categories, or conceptual perceptions, described in Chapter 1. Coding protected the confidentiality of survey participants and helped organize the following themes identified from the data:

1. Economical
2. Educational
3. Ideological
4. Physiological/Psychological
5. Political
6. Sociological.

This research design also provided for the comparison of results from two different groups of educators; those preparing for an initial administrative position and those currently practicing as school administrators. The research results are presented in a triangulation of data designed to enhance understanding of the results. Combining methodologies to study the same research questions should improve the accuracy of my

judgments and interpretations of the data. While the replication of qualitative research matching the same conclusions as originally cited is difficult to achieve, replication of the quantitative component provides for comparison of subsequent research data with the original study.

Inferences regarding factors affecting career advancement decisions of school administrators relative to the six conceptual perceptions generated subsequent conclusions and recommendations for future action and research. This information is presented in Chapter 5.

CHAPTER 4

DATA ANALYSIS

Surveys were mailed during the spring 2008 semester to 639 students enrolled in either licensure classes or the Doctoral Program in Educational Leadership at Youngstown State University for the time period beginning January 1, 2002 and ending December 31, 2007. The students resided in Arizona, Florida, Nebraska, North Carolina, Ohio, Pennsylvania, Virginia, and Wyoming. Each potential participant received a letter of introduction, one survey, a consent form, (d) one questionnaire response sheet, and (e) a return envelope. The survey sheets were coded for confidentiality and the responses were tracked to determine the dispersion of responses when compared with the distribution of the initial mailing. A second mailing occurred three weeks after the first in an effort to motivate potential participants to complete and return the response sheets.

After receiving 193 completed questionnaires, a final response rate of 30.20% was determined. A mailing distribution analysis (see Table 11) revealed that surveys were sent to 546 Ohio residents in 20 counties, 78 Pennsylvania residents, and 15 residents living outside of the two-state area. The majority of potential participants lived in close proximity to Youngstown State University.

The response dispersion reflected the distribution of the initial and second mailings as indicated in Table 11. Ohio and Pennsylvania counties closest in proximity to

Table 11. Survey Distribution and Response Results

Location	Surveys Sent	# Received	% Received
Allen	3	1	33.30
Ashtabula	75	8	37.30
Carroll	2	0	0.0
Columbiana	41	13	31.70
Cuyahoga	7	1	14.30
Franklin	3	1	33.30
Geauga	4	2	50.00
Lake	14	3	21.40
Licking	3	0	0
Lucas	1	0	0
Mahoning	240	76	31.70
Marion	1	1	100
Miami	1	1	100
Portage	8		50.
Ross	1	1	100
Stark	3	1	33.30
Summit	1	0	0
Trumbull	136	33	24.30
Tuscarwas	1	1	100

Table 11 (continued). Survey Distribution and Response Results

Location	Surveys Sent	# Received	% Received
Wood	1	0	0
PA	78	23	29.50
Other Out-of-			
State	15	3	20
Total	639	193	30.20

Youngstown State University represented the greatest concentration of responses to the survey. Several Ohio counties showed high rates of return, but initial and second mailings represented a very small number of potential participants.

While the rate of return was not as high as expected, the results were representative of participants' opinions and conclusions indicative of the purpose of the survey—to identify career advancement decisions of school administrators. The number of responses provided sufficient data for analysis and subsequent conclusions and recommendations.

General demographic information relevant to the participants in this study is presented in Table 12, Table 13, and Table 14. It is important to note that while the choice of “no response” was included on the survey, not all participants responded to every question.

Table 12. Gender of Participants

Gender	# Received	% Received
Male	88	45.6%
Female	102	52.8%
No Response	3	1.6%

Table 13. Racial/Ethnic Distribution of Participants

Race	# Received	% Received
Black	6	3.1
White	178	92.2
Hispanic	3	1.6
Native American	1	.5
Asian	0	0
Pacific Islander	0	0
No Response	5	2.6

Table 14. Marital Status of Participants

Marital Status	# Received	% Received
Married	133	68.9
Single	28	14.4
Divorced	26	13.5
No Response	6	3.1

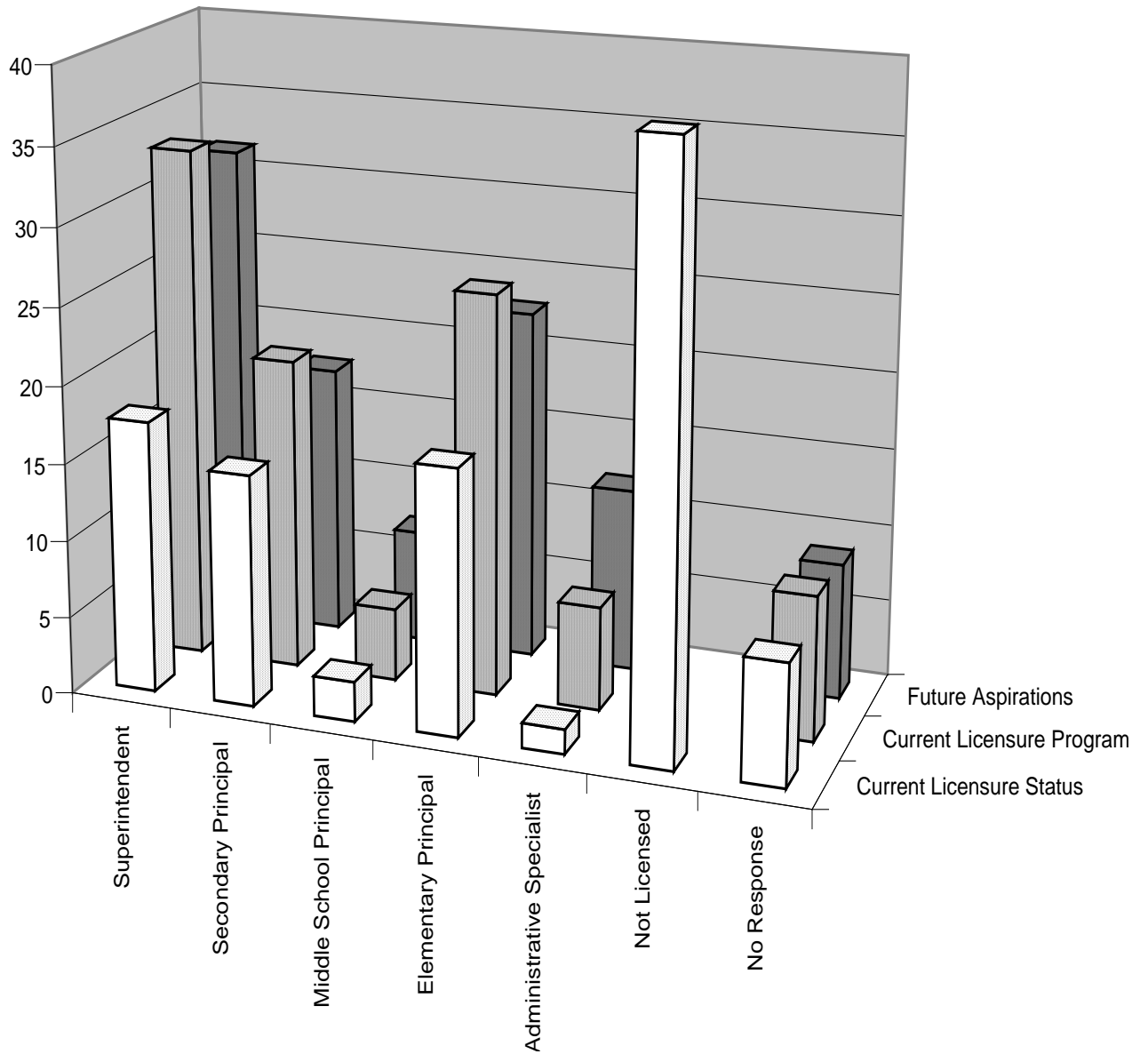
Of the survey participants, 52.8% were female, 45.6% were male, and 1.6% did not respond. The racial/ethnic distribution of the sample was White (92.2%), African American (3.1%), Hispanic (1.6%), Native American (.5%), and Unknown (2.6%). Responses revealed that 69% of the participants were married, 14.4% were single, 13.5% were divorced, and 3.1% chose not to respond. Further analysis showed that 57% held a master's degree plus some additional graduate work, 14% held a master's degree in education, 12% had a Bachelor of Arts or Bachelor of Science degree, 2% had a Master's degree that was not in education, 4% had a specialist degree, 10% had their doctorate degree, and 2% did not answer the question (see Table 15).

A comparison of participants' current licensure status, current licensure program, and future aspirations are reflected in Figure 2. Administrative position choices were limited to (a) superintendent, (b) secondary principal, (c) middle school principal, (d) elementary principal, and (e) administrative specialist. Reference to current licensure

Table 15. Participants' Highest Earned Degree

Highest Degree Earned	# Received	% Received
B.A. or B.S.	24	12
Master's Degree in Ed.	26	14
Master's Degree not in Ed.	3	2
Master's Degree plus	110	57
Specialist Degree	8	4
Ed.D. or Ph.D.	19	10
No Response	3	1

Figure 2. Comparison of Participants Current Licensure Status, Program, and Aspirations



status also included a place to respond, “Not licensed.” Of the respondents, 55% were licensed in school administration, 18% were licensed as superintendents, 15% were secondary principals, 3% were middle school principals, 17% were elementary principals, 2% were Administrative specialists, and 8% did not to answer the question.

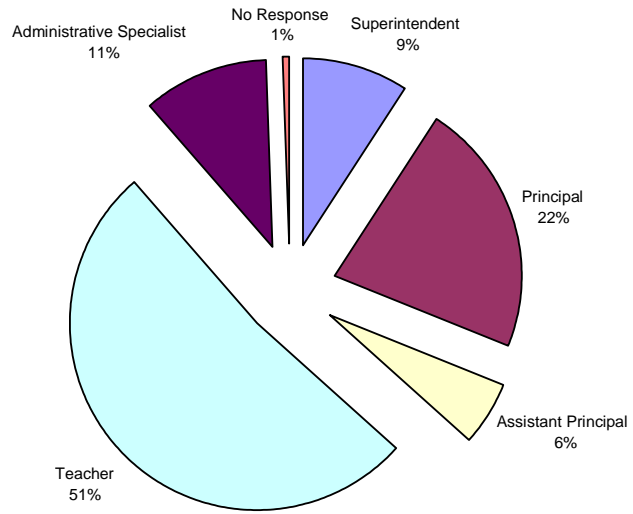
Participants with licensure and those currently seeking licensure indicated the levels of licensure they intended to achieve. Of those with licensure, 33% intended to achieve superintendent licensure, 26% elementary principal, 20% secondary principal, 7% administrative specialist, 5% middle school principal, and 9% did not respond. Of those seeking licensure, 32% aspired to be superintendents, 23% wanted to become elementary principals, 18% secondary principals, 12% administrative specialists, and 7% middle school principals, with 8% not responding.

Current employment responsibilities are reflected in Figure 3. The majority of participants were teachers preparing for licensure in school administration (52%). Practicing administrators comprised the other 48% of the participation sample.

Current administrators indicated that once a decision was made to become a school administrator, 38% were able to obtain an administrative position in less than one year. In addition, 9% were employed in an administrative position within one year, 10% in two years, 4% in three years, 3% in four years, and 10% in five or more years.

Of the practicing administrators, 57% indicated the reasons for hiring them were based on either personal characteristics or their ability to be an instructional leader. In addition, 11% felt their ability to be a change agent was a factor in determining their employment as a school administrator, 1% thought their ability to maintain the status quo

Figure 3. Participants' Present Positions



was a factor for employment, 7% cited no particular important reason for their employment, 14% were not sure, and 9% did not respond.

Participant responses indicated that 3% were between the ages of 61–65; 8% were between the ages of 56–60; 15% were between the ages of 51–55; 14% were between the ages of 46–50; 16% were between the ages of 41–45; 18% were between the ages of 36–40; 13% were between the ages of 31–35; and 12% were between ages of 25–30; with 2% not responding. The responses also revealed that 30% had been in their present position for more than 10 years; 9% for 8–9 years; 11% for 6–7 years; 18% for 4–5 years, 21% for 2–3 years; 11% for 1 year; and .5% did not answer the question.

When asked to indicate their years of administrative experience, 40% of the respondents indicated they were not licensed. Of the licensed administrators, 7% had more than 16 years; 4% had 14–15 years; 3% had 12–13 years; 2% had 10–11 years; 7% had 8–9 years; 7% had 6–7 years; 10% had 4–5 years; 10% had 2–3 years; 5% had 1 year; with 5% not responding. Responses further showed that 14% of the participants had been in the education profession for more than 30 years; 7% for 26–30 years; 11% for 21–25 years; 13% for 16–20 years; 25% for 11–15 years; 22% for 6–10 years; 7% for 1–5 years; with .5% not responding.

The data also revealed that 37% of the participants worked in rural school districts, 34% worked in suburban districts, and 28% were employed in urban schools. It also showed that 63% had worked in more than one school district during their career. Since the majority of participants were not licensed as school administrators they could not respond to questions referring to school administrator experience.

The primary focus of this research was to identify factors used by school administrators to make career advancement decisions. The six conceptual perceptions described in Chapter 1 were developed to categorize identified factors into consistent structural elements specifically designed to represent educational career advancement decisions. Distribution of the six factors according to conceptual perception category was as follows:

1.	Economic	4
2.	Educational	11
3.	Ideological	4
4.	Physiological/Psychological	3
5.	Political	19
6.	Sociological	13

Factors were placed into a category based upon two criteria. First, the factor had to have been selected in response to a survey question requiring a categorical response (e.g., economic, educational). Second, the response had to identify a specific factor that reflected at least one of the conceptual perception categories.

Participants were asked to respond to each of the six conceptual perceptions when considering factors they used (or would use) when first entering school administration (see Figure 4). Examples of economic factors included salary or moving expenses. Educational factors were licensure and advanced degree requirements. Individual philosophy or factors associated with perceived environmental or working conditions contributed to ideological factors. Personal health concerns, both physiological and psychological, were critical for some as career advancement factors. Considerations for

Figure 4. Factors Considered When First Entering School Administration



institutional or community policies, procedures, or positions were factors of political significance. Sociological factors were also found to be important when the family, community, or colleagues are determined to be important to the career advancement decision.

Examination of Figure 4 revealed that educational factors were the most prevalent factors considered by participants when first entering school administration (40%). Economic factors were important to 18%, ideological factors important to 18%, physiological/psychological factors were important to 3%, political factors were important to 3%, sociological factors were important to 6%, and 13% did not respond to this question.

Factors considered by participants when deciding to advance to higher administrative positions are reflected in Figure 5. Here results differed from those found in Figure 4. Educational factors were replaced by economic considerations (31%). Economic factors were considered 22% of the time, ideological factors 18% of the time, physiological/psychological factors 3% of the time, political factors 4% of the time, and sociological factors 8% of the time, and 14% did not respond to this question.

Decisions not to enter school administration, advance to a higher administrative position, or continue in administration are presented in Figure 6. The factor that influenced 29% of the participants' decisions was focused on physiological, psychological, or other health-related issues. Economic or ideological factors were considered by 28% of the participants to be influential regarding career decisions, 24% of

Figure 5. Factors Considered When Deciding To Advance To A Higher Administrative Position

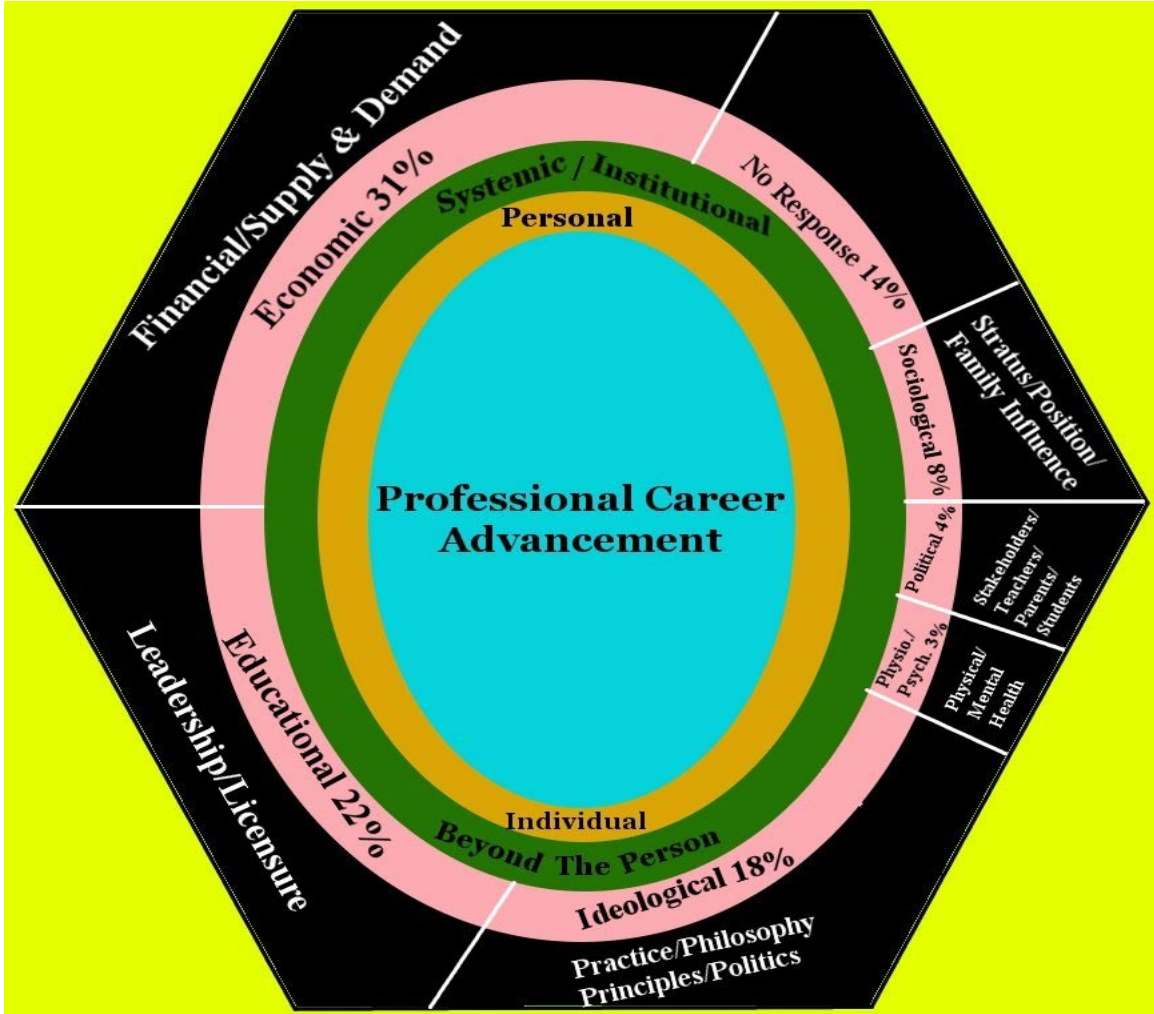


Figure 6. Factors Considered When Deciding Not To Enter School Administration, Advance To A Higher Position, Or Continue In Administration



the participants viewed political or sociological factors as important, educational factors were considered least important by 5% the respondents, and 14% chose not to respond.

Barriers limiting administrative opportunities for women are presented in Table 16. The table reflects (a) barriers limiting administrative opportunities for women, (b) the number of participant responses in each category, (c) the percentage of responses in each category, and (d) the number and percentage of participants who did not respond to a specific barrier. All participants were encouraged in the survey instructions to respond in order that the opinions of both men and women could contribute to the topic. The barriers reflected in the survey were not intended to be all-inclusive, but representative of common concerns cited in literature regarding the employment of women as school administrators. Ethnicity was not included as a factor relative to the indicated barriers.

The barrier “school boards do not actively recruit women” was not considered a factor by 47% of the respondents, 44% felt it was an important or somewhat important factor, 8% indicated they did not know, and 1% did not respond. The “lack of mobility of family members” was not a factor for 36% of the participants, 52% thought it was a factor, 11% did not know, and 1% did not respond. A “lack of opportunities to gain key experiences prior to seeking administrative positions” was considered important or somewhat important to 51% of respondents, 41% said it was not a factor, 7% did not know, and 1% did not respond. A similar percentage existed for the barrier “lack of professional networks” where 45% considered it not a factor, 47% supported its importance to women, 7% did not know, and 1% did not respond. The “perception of school board members that women are not good managers” received almost equal consideration among the participants: 49% considered it important or somewhat

Table 16. Responses (Number/Percentage) Indicating Degree to Which Each Barrier Limits Administrative Opportunities for Women

<u>Barriers</u>	Important Factor	Somewhat Important Factor	<u>Not a Factor</u>	<u>Don't Know</u>	<u>No Response</u>
School boards do not actively recruit women	33/17.1%	51/26.4%	91/47.2%	16/8.3%	2/1.0%
Lack of mobility of family members	37/19.2%	64/33.2%	69/35.8%	21/10.9%	2/1.0%
Lack of opportunities to gain key experiences prior to seeking administrative positions	30/15.5%	68/35.2%	79/40.9%	14/6.7%	2/1.0%
Lack of professional networks	30/15.5%	61/31.6%	86/44.6%	14/7.3%	2/1.0%
Perception of school board members that women are not strong managers	27/14.0%	67/34.7%	88/45.6%	9/4.7%	2/1.0%

Table 16 (continued). **Responses (Number/Percentage) Indicating Degree to Which Each Barrier Limits Administrative Opportunities for Women**

<u>Barriers</u>	Important Factor	Somewhat Important Factor	<u>Not a Factor</u>	<u>Don't Know</u>	<u>No Response</u>
Perceptions of school board members that women are unqualified to handle budgeting and finances	21/10.9%	39/20.2%	117/60.6%	14/7.3%	2/1.0%
Perception that women will allow their emotions to influence administrative decisions	30/15.5%	65/33.7%	82/42.5%	14/7.3%	2/1.0%
The nature of administrative work makes it an unattractive career choice	17/8.8%	48/24.9%	113/58.5%	13/6.7%	2/1.0%
Lack of mentors/mentoring in school districts	28/14.5%	66/34.2%	82/42.5%	15/7.8%	2/1.0%

important, 46% did consider it a factor, 5% did not know, and 1% did not respond. The “perceptions of school board members that women are unqualified to handle budgeting and finances” was not a limiting factor to 61% of the respondents, 31% felt this barrier was important or somewhat important, 7% did not know, and 1% did not respond.

Mixed responses reoccurred regarding the perception “that women will allow their emotions to influence administrative decisions.” Of the participants, 43% indicated this barrier was not a factor, 50% felt it was an important factor, 7% did not know, and 1% did not respond. Responses were mixed when participants were asked if “the nature of administrative work makes it an unattractive career choice.” Of those who answered the question, 59% felt this barrier was not a factor, 34% indicated this barrier was important or somewhat important, and 7% did not know. The final barrier “lack of mentors/mentoring in school districts” was not considered a factor by 43% of the respondents, but 49% felt it was an important or somewhat important factor, 8% did not know, and 1% did not respond.

Participants were asked to consider six factors that may help advance career opportunities for women (see Table 17). The factors were intended to present plausible solutions to barriers identified in Table 16. All participants were asked to respond so that both men and women would have their opinions considered. Accordingly, 86% of the participants indicated “emphasis placed on improving instruction” was an important or somewhat important factor that may help advance career opportunities for women, while 9% felt it was not a factor, 4% did not know, and 1% did

Table 17. Responses (Number/Percentage) Indicating Degree to Which Each Factor May Help Advance Career Opportunities for Women

Factor	Important Factor	Somewhat Important Factor	Not a Factor	Don't Know	No Response
Emphasis placed on improving instruction	112/58.0%	53/27.5%	18/9.3%	8/4.1%	2/1.0%
Knowledge of instructional process	123/63.7%	47/24.4%	16/8.3%	5/2.6%	2/1.0%
Knowledge of curriculum	128/66.3%	44/22.8%	15/7.8%	4/2.1%	2/1.0%
Ability to maintain organizational relationships	133/68.9%	44/22.8%	9/4.7%	5/2.6%	2/1.0%
Interpersonal skills	137/71.0%	41/21.2%	10/5.2%	3/1.6%	2/1.0%
Responsiveness to parents and community groups	124/64.2%	53/27.5%	9/4.7%	5/2.6%	2/1.0%

not respond. “Knowledge of instructional process” was viewed as important or somewhat important to 88% of the participants, 8% indicated it was not a factor, 3% did not know, and 1% did not respond. “Knowledge of curriculum” was seen as an important or somewhat important factor by 89% of the participants while 8% did not consider it a

factor, 2% did not know, and 1% did not respond. The “ability to maintain organizational relationships” was considered an important or somewhat important factor by 92% of the respondents, not a factor by 5%, 3% did not know, and 1% did not respond.

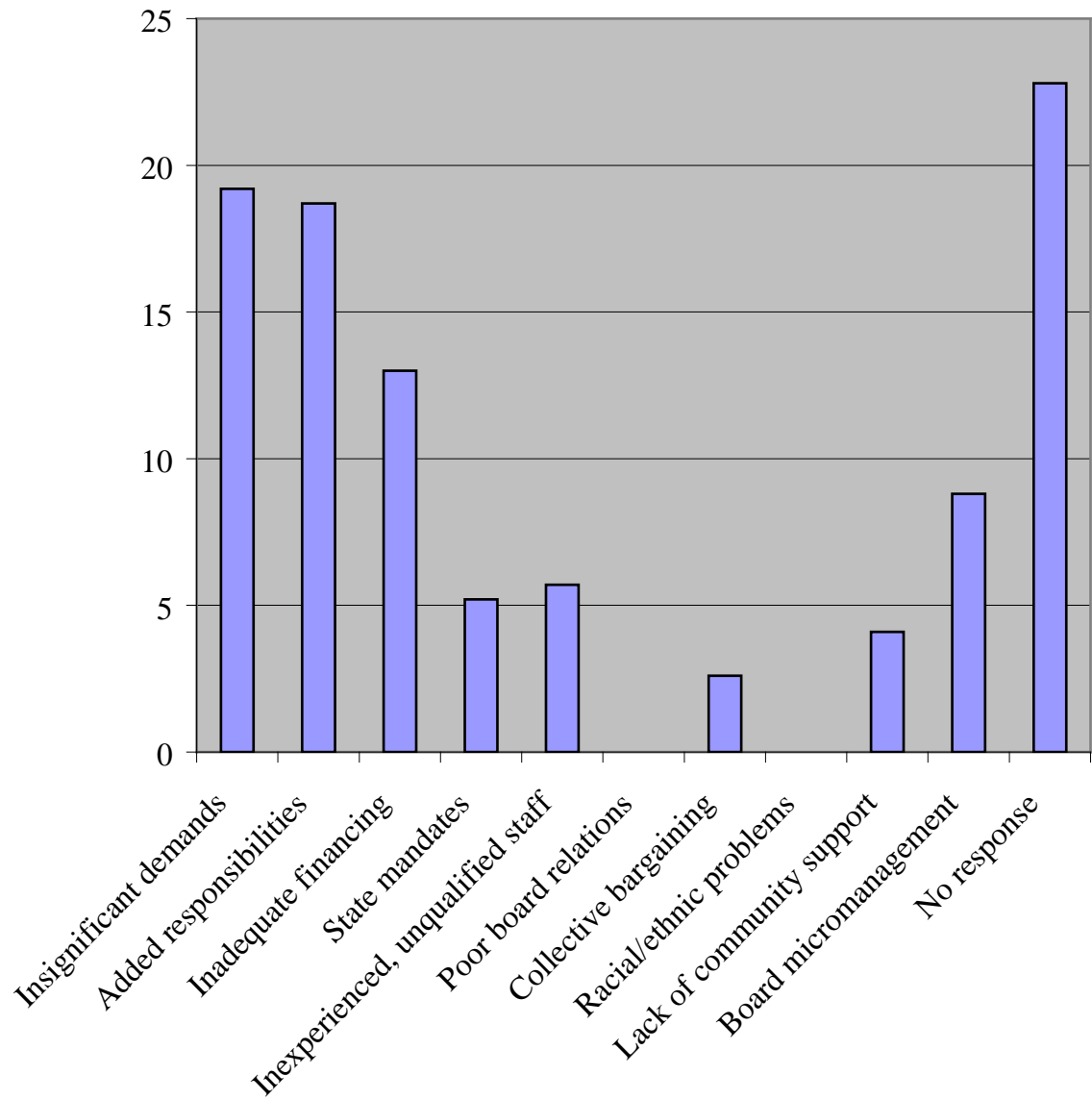
“Interpersonal relationships” were important or somewhat important to 92% of respondents while 5% considered it not a factor, 2% did not know, and 1% did not respond. The final factor “responsiveness to parents and community groups” was considered to be an important or somewhat important factor by 92% of the participants, not a factor by 5%, 3% did not know, and 1% did not respond.

Participants were asked, “To what extent are discriminatory hiring and promotional practices in their district a problem in limiting administrative career opportunities for minorities (not women)?” Four choices were provided on the survey. Of the respondents, 50% indicated no problem, 23% felt there was little problem, 17% cited such practices as a minor problem, and 8% considered them a major problem and 2% did not respond. Additional analysis of minority participant responses to this question showed 22% felt discriminatory hiring and promotional practices were a major problem, 33% a minor problem, 22% a little problem, and 22% cited no problem.

Factors inhibiting school administrator effectiveness are reflected in Figure 7. Participants were asked to select the factor they felt most inhibits their effectiveness as a school administrator.

Figure 7 reflects 23% of the participants did not respond. Since not all participants were practicing administrators, this result was expected and included in the analysis. The figure depicts 19% of responding administrator’s felt insignificant demands inhibited their effectiveness as a school administrator, 18.7% cited added responsibilities, 13%

Figure 7. Factors Inhibiting School Administrator Effectiveness



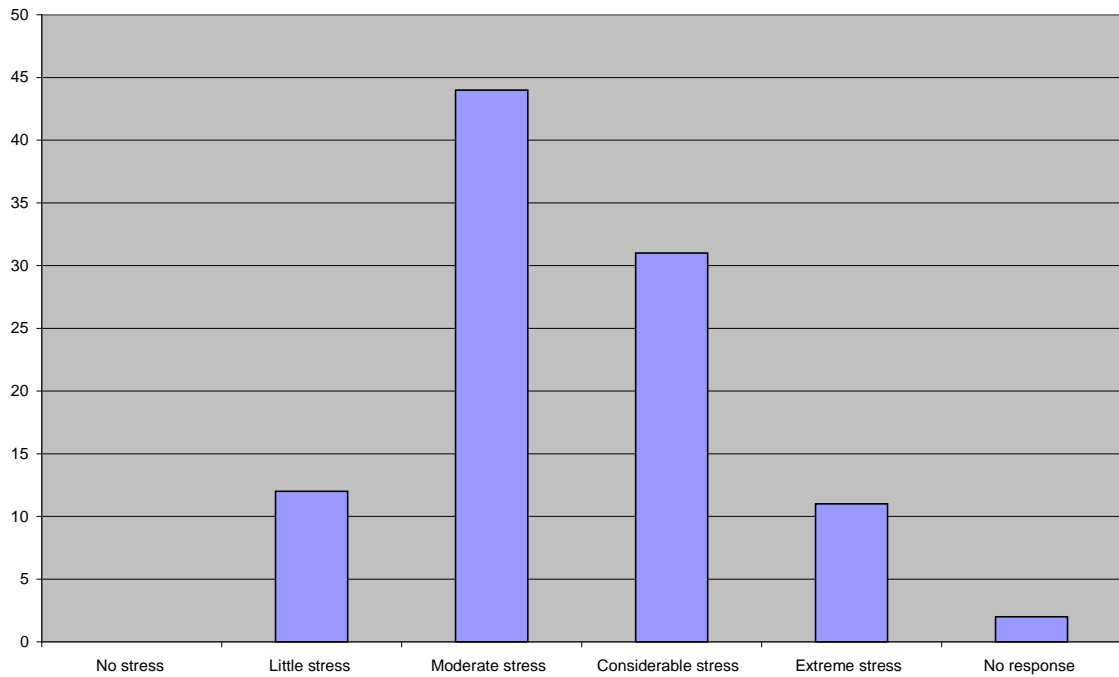
inadequate school financing, 5% state mandates, 6% inexperienced or unqualified staff, 3% collective bargaining, 4% lack of community support, and 9% board micromanagement. Factors involving relations with board members and racial/ethnic problems did not receive responses from administrators.

Since teaching/administration is often described as a stressful occupation, participants were asked to evaluate the amount of stress they encountered in their present position (see Figure 8). Of the respondents, 44% indicated they felt moderate stress in their job, 31% said considerable stress, 11% experienced very great stress, 12% cited little stress, and 2% did not respond.

When participants were asked to assess their overall effectiveness as a school administrator, 44% indicated they felt they were successful, 15% felt they were very successful, 5% were sometimes successful, 22% had no idea regarding their success as an administrator, and 14% did not respond. Since only practicing administrators could respond to this survey item, it was assumed that the 14% who did not respond were not administrators. Response to question, "How much self-fulfillment does your position as an educator provide?" indicated that 57% experienced considerable self-fulfillment, 31% felt moderate self-fulfillment, 9% little self-fulfillment, 1% said they felt no self-fulfillment, and 2% did not respond.

All participants were asked, "If you had to do it all over again, what career path would you choose?" Of those responding, 25% would choose to become a principal or assistant principal, 15% would like a superintendent position, 16% would prefer a central office position other than superintendent, 16% would like to remain in or return to the classroom, and 22% would work outside of education.

Figure 8. Amount of Stress Encountered by Administrators in Their Present Position



Responses to the question, “Where do you see yourself in 5 years?” showed that 38% would continue in school administration, whether in their present district or another until retirement age. In addition, 18% viewed themselves as classroom teachers, 22% planned to enter school administration, 5% would continue in school administration until they qualify for minimum state retirement benefits, 11% would leave to work in a university, 3% would leave for a position outside of education, .5% would leave immediately for another position, and 2% did not respond to the question.

Practicing school administrators having held more than one administrative position were asked to cite the reason they left their last administrative position. According to their responses, 18% stated family considerations, 7% lack of adequate financing, 5% conflict with board members, 6% retirement, 3% board of education elections, 14% higher education opportunities, 1% conflict with employee groups, and 47% did not answer the question.

The issues and challenges facing current school administrators are presented in Table 18. Participants were asked to rate each issue or challenge in terms of significance to their career advancement decisions. Changing demographics was an issue of great significance to 28.5% of the participants, significant to 46.6%, of limited significance to 18.1%, of little or no significance to 4.7%; 2.1% did not respond. District consolidation was of great significance for 9.3% of the participants, significant for 31.1%, of limited significance for 31.6%, of little or no significance for 24.9%, with 3.1% not responding.

Curriculum changes were of great significance to 31.6% of the participants, significant for 49.2%, of limited significance for 14%, of little or no significance for 2.6%, with 2.6% not responding. According to the data, school financing was an

Table 18. Participants' Responses/Percentages Rating Issues and Challenges Facing School Administrators

Issues and Challenges	Of Great Significance	<u>Significant</u>	Of Limited Significance	Of Little or No Significance	No Response
Changing demographics	55/28.5%	90/46.6%	35/18.1%	9/4.7%	4/2.1%
District consolidation	18/9.3%	60/31.1%	61/31.6%	48/24.9%	6/3.1%
Curriculum changes	61/31.6%	95/49.2%	27/14.0%	5/2.6%	5/2.6%
Financing schools	147/76.2%	39/20.2%	3/1.6%	0/0%	4/2.1%
Assessing and testing for learner outcomes	98/50.8%	81/42.0%	9/4.7%	1/5%	4/2.1%
Drugs and alcohol in schools	36/18.7%	77/39.9%	65/33.7%	10/5.7%	4/2.1%
Accountability	108/56.0%	67/34.7%	14/7.3%	0/0%	4/2.1%
Changes in societal values	84/43.5%	78/40.4%	23/11.9%	4/2.1%	4/2.1%
State and federal mandates	123/63.7%	64/33.2%	2/1.0%	0/0%	4/2.1%

Table 18 (continued). **Participant’s Responses/Percentages Rating Issues and Challenges Facing School Administrators**

Issues and Challenges	Of Great Significance	Significant	Of Limited Significance	Of Little or No Significance	No Response
Student discipline	72/37.3%	81/42.0%	31/16.1%	4/2.1%	5/2.6%
Administrator recruitment	13/6.7%	55/28.5%	94/48.7%	27/14.0%	4/2.1%
“Choice” programs	19/9.8%	64/33.2%	77/39.9%	26/13.5%	7/3.6%

issue of great significance for 76.2% of the participants, significant for 20.2%, of limited significance for 1.6%, and 2.1% did not respond. Assessing and testing for learner outcomes was of great significance for 50.8% of the participants, significant for 42%, of limited significance for 4.7%, of little or no significance for .5%, with 2.1% not responding. The issue of drugs and alcohol in schools was of great significance to 18.7% of the participants, significant to 39.9%, of limited significance to 33.7%, of little or no significance to 5.7%; 2.1% did not respond.

Accountability was a significant issue or challenge to 56% of the participants, 34.7% felt it was significant, 7.3% thought it was of limited significance, and 2.1% did not respond. Changes in societal values were of great significance to 43.5%, significant for 40.4%, of limited significance for 11.9%, of little or no significance for 2.1%, with 2.1% not responding. Challenges associated with state and federal mandates were of great significance to 63.7% of the respondents, significant for 33.2%, of limited significance for 1%, and 2.1% did not to the question.

Student discipline was of great significance for 37.3%, significant for 42%, of limited significance for 16.1%, of little or no significance for 2.1%, with 2.6% not responding. Participants (6.7%) indicated that administrator recruitment was of great significance, 28.5% reported the issue significant, 48.7% said the issue was of limited significance, 14% believed it was of little or no significance, and 2.1% did not respond. “Choice” programs were of great significance to 8% of the respondents, significant to 33.2%, of limited significance to 39.9%, of little or no significance to 13.5%; 3.6% did not respond.

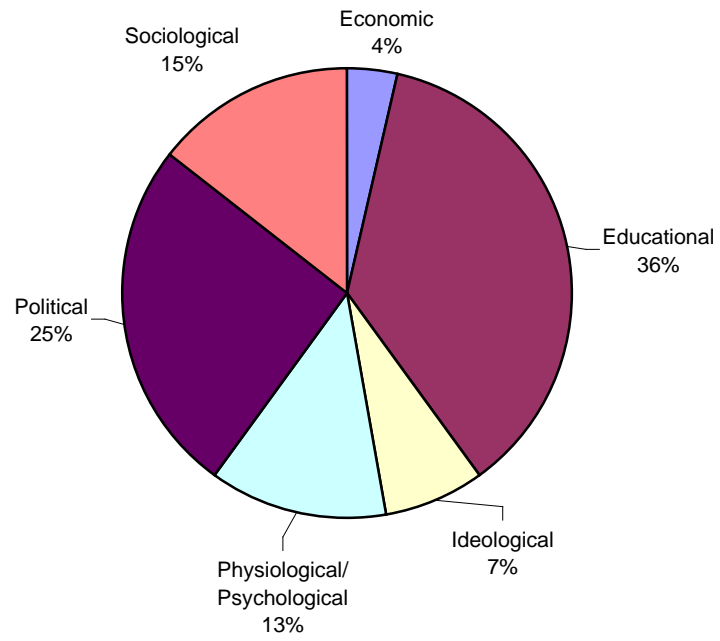
The relationship between the survey questions and the six conceptual perceptions identified in Figure 1 is presented in Table 19. This data yielded the distribution of conceptual perception categories in the research survey instrument (see Figure 9). Both Table 19 and Figure 9 reflect the existence of the conceptual perception categories targeted for identification by the researcher in Chapter 1.

Analysis of the results generated by participants’ responses to the research survey yielded sufficient data for the development of conclusions and recommendations relating to the purpose of this study. Chapter 5 reflects the results in interpretative format and reveals insight into the career advancement decision-making process utilized by today’s school administrators.

Table 19. Distribution of Survey Questions by Conceptual Perception Category

Conceptual Perception Category	Question Number
Economic	8, 18
Educational	1–7, 9, 14, 20, 25–28, 39, 41, 42, 46, 48, 49
Ideological	15, 24, 35, 52
Physiological/Psychological	10, 11, 34, 50, 51, 53, 55
Political	16, 17, 19, 21–23, 32, 33, 36, 38, 40, 43, 45, 47
Sociological	12, 13, 29–31, 37, 44, 54

Figure 9. Distribution of Questions in the Conceptual Perception Categories



CHAPTER 5

CONCLUSIONS AND RECOMMENDATIONS

Overview of the Study

The purpose of this research study was to determine personal and institutional factors affecting school administrators' career advancement decisions. Once identified, such factors were categorized according to six conceptual perceptions: economic, educational, ideological, physiological/psychological, political, and sociological. The survey was designed to provide identifiable factors that yielded answers to the two research questions underlying this research study;

1. Are school administrators choosing not to enter into administrative positions or advance to positions of greater responsibility because of personal and/or systemic reasons?
2. What factors govern the career advancement decisions of school administrators?

Impetus for seeking answers to these questions emanated from the literature presented in Chapter 2.

The decision to survey master's of educational administration, licensure, and doctoral students that attended Youngstown State University from 2002 to 2007 provided a large sample of participants for this research study. After a review of the potential list of participants and an examination of the distribution areas they represented, it was

determined that mailing 639 surveys would enhance the chances of obtaining more responses for analysis. After two mailings, 193 responses were received. The data revealed a dispersion of responses comparable to the original distribution of the surveys and was reflective of the geographic regions closely surrounding Youngstown State University. The influence of Youngstown State University in the neighboring state of Pennsylvania contributed to the overall response rate from participants choosing to complete and return the survey.

A higher response rate would have provided more data for analysis and a greater opportunity for interpreting item responses from a broader participant base. However, the 193 responses did yield sufficient data from which to draw conclusions regarding school administrator career advancement decisions and answer the research questions posited in Chapter 1.

Influence of the Literature

A review of current literature revealed that 10 years ago states across the nation reported school administrator shortages largely attributed to retirements or reasons relating to career satisfaction. The State of Iowa spent considerable time and effort attempting to develop solutions to alleviate their school administrator shortage without finding a resolution. As indicated in the literature, the issue of school administrator shortages has resurfaced in several states during the last 5 years. Ohio was not one of the states reporting a shortage of school administrators. This researcher, through personal contact at local and national research conventions (e.g., Educational Research Exchange, 19th Annual Conference on Ethnographic and Qualitative Research in Education) and the

Internet learned of six states currently addressing efforts to either alleviate or prevent school administrator shortages: Colorado, Illinois, Indiana, Iowa, Michigan, and North Carolina.

With colleges and universities continuing to prepare candidates for school administrative positions, it was revealed upon analysis of the data that many of these candidates, as well as practicing administrators, were making career advancement decisions based on factors they perceived as negatively influencing their future role in the profession of education. The literature clearly described racial and ethnic issues confronting prospective candidates, especially when applying for top-level positions in districts across the country. The information derived from individual and institutional reports of school administrator shortages provided this researcher sufficient cause to further investigate and identify factors affecting these shortages. According to the literature, (a) little progress has been made in identifying the reasons why licensed school administrators are not seeking career advancement, (b) states have not actively sought solutions to their school administrator shortages, and (c) the profession has not perceived the issue as significant to its overall effectiveness.

The literature did cite states such as Iowa and North Carolina that were making attempts to encourage potential leaders to pursue careers in educational administration. However, it was concluded by this researcher that their efforts did not reflect the identification of specific factors potential candidates might consider when making career decisions. The recommendation to encourage practicing school administrators to constantly be aware of emerging leadership talent from the ranks of their teaching staffs

would begin the process of identifying and developing future leaders, thus avoiding potential shortages.

Career Advancement

Analysis of the data revealed that the most important factors associated with participants' decisions to first enter school administration were educational. This researcher's conclusion was that career decisions relating to advancement into school administration are dependent upon additional professional preparation. Maintaining or expanding licensure provides incentive to pursue an administrative program, including an advanced degree. Although an administrative career was not anticipated or guaranteed, the process of administrative licensure seems the appropriate path for an administrative candidate to follow in order to keep a current position or advance to a higher position. Supportive measures, such as tuition incentives and professional development opportunities provided by boards of education are recommended since they would provide additional motivation for potential candidates to continue a career path into school administration.

Economic and ideological factors were also identified from the data as important for potential administrative candidates. It was concluded that financial issues involving additional education costs and potential salary increases associated with career advancement become important factors for school administrator candidates considering new positions. In addition, self-confidence and an understanding of the professional behavior expected of school administrators also play an important role in the decision-making process. Perceived working conditions or factors associated with moving to a

different community may eventually invoke philosophical issues that could ultimately affect administrative performance in either a positive or negative way. School boards and communities are encouraged to provide the type of working conditions that attract potential administrative candidates and reflect a positive working and learning environment.

The data showed that practicing administrators experience different factors when considering advancement to a higher level. Economic security became the primary factor. This researcher discovered that the need for financial compensation in accordance with additional responsibilities, time on task, and continued professional development were of great importance. Therefore, it is incumbent upon boards of education to become more cognizant of the working conditions and financial compensation provided for their administrators if they hope to retain quality leaders in their schools. It is also recommended that boards of education and institutions of higher learning provide cooperative programs of administrative professional development so that practicing administrators can interact with peers and professors regarding issues of mutual importance. This researcher also concluded that as school administrators gain experience, they perceive increased compensation for their services more important than health, political, or sociological factors associated with their advancement.

According to the research data, physiological, psychological, or other health-related issues influenced career decisions for all participants when (a) considering not entering school administration, (b) deciding to advance to a higher position, or (c) continuing in administration. Economic, ideological, political, and sociological factors were all considered by many potential and practicing administrators to be important in

the decision-making process, but not as important as those related to personal health. Educational factors were the least important factors. This presented an interesting conclusion since it represented the responses of participants not in administration as well as those presently serving in administrative positions. It was concluded that whether experience, age, working conditions, or a combination of personal or institutional factors contributed to these results, the data indicated that administrators eventually abandoned economic and educational factors regarding career advancement and focused their considerations on personal health factors. Boards of education are encouraged to examine their working environments to determine if factors are present that negatively impact upon their administrators and take corrective measures to prevent the loss of quality leaders in their district.

Diversity and Social Justice

The literature indicates that as school administrators across the nation near retirement, seek different educational opportunities, or leave the profession for other positions there is a growing shortage of candidates to replace them. Colleges and universities continue to prepare men and women for educational leadership positions in numbers greater than the potential vacancies reported by some states. Research over the past 10 years has shown that school leadership positions (i.e., principals, assistant principals, assistant superintendents, superintendents) have been dominated by White males. This researcher recommends that educational institutions expand their efforts to create diversity in district leadership positions by employing more women and minorities as school administrators. The conclusion is that since there are more qualified

administrative candidates than there are available positions, there should be a sufficient supply of school administrators to meet the demand.

According to the data, career advancement opportunities for women are adversely affected by factors that are political in origin. This conclusion supports the data reflected in the literature that indicates the under representation of women in administrative positions across the nation. Boards of education are encouraged to reexamine their hiring practices by expanding recruitment efforts to include qualified female candidates for administrative positions. It is recommended that women be granted the same opportunities as men to gain key experiences within the district prior to seeking an administrative position.

The perceptions of school board members that women (a) are not strong managers and (b) would allow their emotions to influence administrative decisions are political factors limiting administrative opportunities for women. These two factors have undoubtedly influenced hiring decisions for many boards of education when considering women for administrative positions. However, there is little research to support this political behavior. Further research is recommended regarding board member perceptions of the role of women in school administration. Ideological and sociological issues regarding the role of women in school administration must be resolved at the highest levels if the untapped pool of female administrative candidates is ever to be utilized. The conclusion that only men can administer schools will be dissuaded only when political institutions realize that women can also provide quality leadership when given the opportunity.

The research cited a lack of mentors/mentoring for potential female administrative candidates employed in school districts as an important factor limiting administrative opportunities. Many districts find this issue difficult to resolve if their district is not in close proximity to a college or university. However, local efforts to provide administrative mentors to prospective candidates need to be initiated with little or no cost to the district. Without mentoring programs, both men and women suffer from the lack of experienced support during their administrative preparation.

The identification of factors that limit administrative opportunities for women led to an attempt to determine factors that would help advance career opportunities for women. Analysis of the research indicated that (a) improving instruction, (b) knowledge of the instructional process, and (c) knowledge of the curriculum are three educational factors that could potentially influence career opportunities for women. It was concluded that women holding administrative or supervisory positions where these three factors were integral to their job description might be considered for advancement if their performance was commensurate with the needs of the district. Further research is needed regarding the influence of these factors in the hiring process and the specific contribution of each factor to the overall administrative experience of the candidate.

Sociological skills (i.e., the ability to maintain organizational relationships, demonstrate interpersonal skills, respond to parents and community groups) were cited in the research as important factors for potential female administrative candidates. These skills are also important for male administrators, but the conclusion here is that women may be held to a higher standard. Additional research to determine the validity of this

conclusion is recommended to determine if political institutions are truly practicing “equal opportunity employment.”

Much of the discussion regarding women in administrative roles can be shared with minorities in education as well. However, a separate analysis of minority responses led to the conclusion that minority participants did not experience discriminatory hiring and promotional practices. This conclusion may be somewhat misleading in that many districts do not employ minority candidates and therefore do not have to address minority career advancement issues. It is imperative that school boards across the country openly demonstrate their intentions to be perceived as “equal opportunity employers.” The need for additional research that focuses on minority hiring practices would also be valuable in determining how minorities, as well as women, can enhance their career advancement opportunities.

Systemic and Institutional Influence

Practicing school administrators were asked to respond to factors inhibiting their effectiveness. The factor most often cited in the data was “insignificant demands” from immediate superiors, boards of education, or state and federal agencies. At the local level, this factor could emanate from (a) sociological sources such as community or marginal groups, (b) interpersonal relationships with colleagues, or (c) political entities responsible for district or building oversight. The conclusion of this researcher is that administrators, boards of education, or state and federal agencies responsible for educational oversight need to become more cognizant of the ramifications of their decisions and subsequent effects upon the people affected by those decisions. A recommendation for political

entities responsible for policy development would be to develop policies based upon documented need rather than individual or group-influenced political pressures. The determination of whom or what group would benefit the most from new policy or legislation could serve to stimulate positive action designed to remove the “insignificant” label from necessary political oversight.

A second factor identified from the data was “added responsibilities.” The literature supported the conclusion that this factor is reflective of governmental influence in the form of (a) “No Child Left Behind” legislation, (b) the impact of state and local policy requirements, and (c) community and governmental demands for accountability and increased student achievement. It is recommended that state and federal policy makers and local boards of education carefully assess the impact of their actions upon not only schools and communities, but upon those responsible for implementation and oversight.

A third political factor was cited in the data to be “inadequate school financing.” This factor is one of the prominent educational issues facing Ohio’s schools today. The literature also supported the conclusion that although the Ohio Supreme Court has declared Ohio’s system of funding schools unconstitutional, the Ohio Legislature has failed to initiate a system of school funding that adequately meets the needs of all of Ohio’s schools. Local school districts need to challenge state representatives to provide equitable and adequate funding measures designed to alleviate Ohio’s funding issues. State legislators should be encouraged to aggressively respond to the financial needs of Ohio’s schools and pursue legislation that will resolve the funding dilemma for the benefit of education, not political expediency.

The data led to the conclusion that the lack of community support was a sociological factor of importance. This issue is indicative of many communities and points to the need for additional school/community activities designed to emphasize the importance of education and its role in the community. Administrators would benefit from additional professional development programs specifically focused on community history, cultural background, and political structure unique to their district so that they might improve in their role as educational leaders in the community.

Factors involving relations with board members and racial/ethnic issues were not inhibiting to school administrator effectiveness. However, the stress factor cited in the research may be contributory to results described earlier indicating reasons why administrators choose not to advance to higher positions or leave the profession for less stressful jobs. Informative in-service programs designed to address the issue of stress on the job and provide techniques for reducing stress should be offered by state and local agencies to prospective and practicing administrators. This researcher concludes that such action could result in more administrators choosing to remain in their positions, thus reducing the number of quality leaders leaving the profession for health reasons.

Assessing their overall effectiveness as school administrators, the majority of administrators felt they were successful and experienced a sense of personal self-fulfillment. This would account for the fact that the majority of experienced administrators also indicated they would continue in their present position and would choose to remain in school administration for at least the next 5 years.

Issues and Challenges

Administrators did identify factors associated with contemporary educational issues and challenges that could affect future career advancement decisions. Political factors continue to dominate career decisions as issues regarding school financing, administrator accountability, and federal mandates present personal and institutional problems for administrators and schools across the country. The conclusion is that administrators have little or no control over these issues, which may be contributory to potential candidates choosing not to enter or advance in school administration.

Administrators need additional professional development programs provided by state and local agencies, specifically designed to provide detailed information regarding accountability relative to federal and state mandates. The complexities of school funding need to be explained by state and local officials so that administrators have a better understanding of financial issues. In addition, institutions of higher learning need to incorporate more detailed information into their coursework to reflect current legal and financial issues confronting contemporary education.

Administrators considered curriculum changes, assessing and testing for learner outcomes, and the effect of “choice” programs as significant educational factors. According to the literature, the effects of changing demographics and societal values have contributed to curriculum changes as much as governmental influence. In addition, federal and state mandates requiring greater accountability from school administrators regarding student academic performance have affected administrative functioning, especially with respect to professional staff development and community relations. The conclusion is that initiation of “choice” programs has become an alternative solution for

parents not supportive of the curricula or student performance objectives offered in public schools. The literature also supports the fact that these programs have had a detrimental effect on public schools financially, politically, and sociologically. The loss of revenue to “choice” schools has added to the financial burdens of many schools. Political ramifications occur as institutions struggle to overcome the loss in student population and accompanying revenue.

Society’s educational values appear to be changing as “choice” schools and open enrollment options reflect student movement to and from different school environments that reflect conflicting educational opportunities and ideologies. Additional research is needed to determine the reasons parents remove their children from the public schools in favor of “choice” schools. Until public schools can determine specific reasons for student mobility away from traditional public education, they will have no rationale for change and no better alternatives for preserving their educational identities.

Summary and Reflections

Conclusions presented in this research study were developed from analysis of results generated by participant responses to a survey. The purpose of the survey was to identify personal and systemic factors affecting school administrators’ career advancement decisions. The quantitative results provided statistical evidence that factors could be identified and quantified for inclusion in conceptual perception categories. The literature review presented in Chapter 2 corroborated the contemporary issue facing many school districts, the perception that there is a shortage of school administrators to fill administrative vacancies. This information confirmed the importance of the two research

questions designed to determine personal and/or systemic reasons for the shortage and what factors governed school administrators' career advancement decisions. Underlying the research study was this researcher's desire to determine if there existed a relationship between the perceived shortage and factors contributing to administrative candidates choosing not to enter or advance in school administration.

Analysis of the results revealed both personal and systemic reasons for administrative candidates to approach advancement with trepidation. Results also identified specific factors affecting administrators' career advancement decisions.

The research process then focused on categorizing participants' responses into the six conceptual perceptions: economic, educational, ideological, physiological/psychological, political, and sociological. Conclusions drawn from analysis of the categorical results yielded opportunities for interpretation based on the frequency of responses in a specific category and personal experience. Closer examination of the survey results caused this researcher to reflect upon many of the identified factors as consistent with personal experiences encountered as a school administrator. Conclusions based upon facts generated from the study were qualitatively supported from current literature and practice, as cited by survey participants and past, personal experience. Participant responses that reflected specific factors affecting career advancement decisions were categorized according to the six conceptual perceptions and all six conceptual perceptions categories were represented after analysis of the data.

Examination of the conceptual perception category distribution clearly showed that school administrators consider political, sociological, and educational factors important when making career advancement decisions. This conclusion is consistent with

the research data reflecting administrators' career advancement decisions. Continued professional development, in conjunction with individual research of the political and sociological environments existing in potential districts of employment, are primary considerations for potential administrative candidates. Economic, ideological, and physiological/psychological factors, while important, are not primary considerations regarding career advancement. These factors become more significant as candidates aged and gained administrative experience. It is recommended that educational institutions acknowledge the existence of these factors and adjust their educational environment by providing opportunities for professional development and increased awareness of the administrator's political and sociological surroundings.

The conclusion that the emergence of political, sociological, and educational factors as significantly important to school administrators' career advancement decisions demonstrates a shifting of conceptual perceptions away from the individual and toward the systemic/institutional frame of reference. The answer to the first research question is found in the analysis of the research data. It would appear that school administrators are choosing not to enter into administrative positions or advance to positions of greater responsibility because of systemic/institutional factors. The influence of state and federal mandates requiring (a) greater accountability, (b) increased academic performance, and (c) additional burdens on financially challenged school districts have created a political dilemma for many potential and practicing administrators. It is also concluded that responsibilities associated with perceived difficult political situations may not provide sufficient motivation for potential or practicing school administrators to enter into or

advance in administration, regardless of the personal benefits an administrator might encounter.

Sociological issues emerge when administrators move from one educational setting to another. The search for adequate housing, community services, and a desire for acceptance influence their career advancement decisions. Potential administrative candidates often research school-community relations prior to applying for administrative positions. It is imperative that school districts strive to present a positive image of their school environment and openly display their support of education-related community activities.

This researcher concluded that continuous professional development at the district level is necessary for school administrators. Incorporating coursework for maintaining licensure or advancing to a higher degree and meeting the responsibilities associated with full-time employment are challenging tasks for practicing administrators. Colleges and universities, cognizant of the nature of school administration, are encouraged to schedule classes at times designed to accommodate administrators' busy schedules.

Results of this research did provide answers to the study's research questions. The purpose of the study was to identify personal and institutional factors affecting school administrators' career advancement decisions. This was accomplished. Recommendations for future research regarding factors affecting school administrators' career advancement decisions and their implications for current education discipline are intended to encourage further research and challenge political systems and institutions to recognize factors that may be contributing to perceived school administrator shortages.

The research design for this study was intended for future replication. This researcher recommends surveying a larger population over a wider geographic area. A larger sample of responses would provide validation of the identified factors obtained from the original study and potentially identify additional factors. It is also recommended that personal interviews and focus groups be utilized with practicing administrators to further delineate factors associated with career advancement decisions.

The six conceptual perceptions used to categorize factors identified in this research need to be examined separately. Each category represents an important facet of the decision-making process utilized by school administrators when making career advancement decisions. It is recommended that an in-depth study of each category be conducted as it pertains to identified factors, with emphasis on current educational practice. The goal should be to enrich the results of the original research and provide additional credence to recommendations for future systemic/institutional intervention.

This researcher recommends the inclusion of this research and subsequent research on this topic into administration preparation programs at the university level as a means of alerting prospective and practicing school administrators to identified factors that could potentially affect their career advancement decisions. It is also recommended that school boards and institutions of higher learning carefully study the factors identified in this research, especially the political factors, to aid in the prevention of school administrator shortages and in the underutilization of licensed administrators currently comprising an available pool of potential educational leaders.

This research was intended to provide potential and practicing school administrators with specific knowledge of factors influencing career advancement

decisions. It was also developed to enrich education discipline in a way that is perceived as useful to the profession. It is this researcher's hope that as potential administrative candidates consider a career in school administration, they find this study useful and contributory to a greater understanding of the factors affecting their career advancement decisions and future professional development.

REFERENCES

- American Association of School Administrators (2006). *National study of the American school superintendency survey*. Arlington, VA: Author. pp. 1–12.
- American Psychiatric Association. (2000). *Diagnostic and statistical manual of mental disorders* (Rev. ed., p. 41). Washington, DC: Author.
- Balch, B. (2002, May). A promise of recruitment, retention, and professional development for Indiana school leaders. *Indiana Principal Leadership Academy, 15, 2*.
- Bernstein, R. (1999). Should you be the boss? Soul-searching questions for teachers considering administration. *Instructor, 108*(6), 33–35.
- Borja, R. (2002). Study: Urban school chiefs' tenure is 4.6 years. *Education Week, 21*(21), 5. Retrieved February 27, 2007, from the Academic Search Premier Database Web site: <http://web.ebscohost.com>
- Boswell, E. (2002, April). *MSU part of effort to fight school administrator shortage*. Retrieved January 18, 2007, from Montana State University, MSU Research Office Web site:
<http://www.montana.edu/cpa/news/nwview.php?article=216>
- Brown, B., McLenighan, H. (2005). Only the extraordinary for next generation's leaders. *School Administrator, 62*(6), 44.
- Brown, F. (2005). African Americans and school leadership: An introduction. *Educational Administration Quarterly, 41*(4), 585–590.
- Brown, L. (2004, September). *Barriers to women in educational leadership roles in Montana*. Retrieved January 18, 2007, from ProQuest, Dissertations and Theses:

A&I Web site:

<http://proquest.umi.com/pgdweb?index=0&sid=2&srchmode=1&vi...>

Bureau of Labor Statistics. (2005). *Occupational outlook handbook, 2006-07*.

Washington, DC: U.S. Department of Labor.

Carrigan, J. C., Brown, C., & Jenkins, K. (1999, March). *Principals' salaries: Incentives or deterrents to professional advancement*. Paper presented at the annual meeting of the American Education Finance Association, Seattle, WA.

Chirichello, M. (2001, January). *Preparing principals to lead in the new millennium: A response to the leadership crisis in American schools*. Paper presented at the International Congress for School Effectiveness and Improvement, Toronto, Ontario, Canada.

Cooley, V., & Shen, J. (2000). Factors influencing applying for urban principalship. *Education and Urban Society, 32*(4), 443–454.

Danitz, T. (2000, February). *States confronting school superintendent shortage*.

Retrieved May 7, 2007, from Pew Research Center Web site:

<http://www.stateline.org>

Eckman, E. (2004). Similarities and differences in role conflict, role commitment, and job satisfaction for female and male high school principals. *Educational Administration Quarterly, 40*(3), 366–387.

Educational Research Service. (1998). *Is there a shortage of qualified candidates for openings in the principalship?: An exploratory study*. Alexandria & Reston, VA: National Association of Elementary School Principals and National Association of Secondary School Principals.

- Feistritzer, C. (2003, May). *Certification of principals and superintendents in the United States*. Retrieved January 23, 2007, from National Center for Education Information Web site: www.ncei.com
- Fenn, C. (2002, September). *Perceptions and experiences of licensed and aspiring superintendents regarding pursuit of the superintendency*. Retrieved January 18, 2007, from Pro Quest, Dissertations and Theses: A&I Web site: <http://proquest.umi.com/pqdweb?index=1&sid=2&srchmode=1&vi...>
- Ferrandino, V., & Tirozzi, G. (2000, February). *Principals may get a share of the federal pie: Our time has come*. Retrieved July 24, 2007, from National Association of Elementary School Principals Web site: <http://naesp.org/ContentLoad.do?contentId=907&action=print>
- Fink, D., & Brayman, C. (2006). School leadership succession and the challenges of change. *Educational Administration Quarterly*, 42(1), 62–89.
- Fullan, M. (2000). Introduction. In *The Jossey-Bass reader on educational leadership* (pp. xix–xxi). San Francisco: Wiley.
- Gates, S. M., Ringel, J. S., Santibanez, L., Ross, K. E., & Chung, C. H. (2003). *Who is leading our schools? An overview of school administrators and their careers*. Santa Monica, CA: RAND Education.
- Gilman, D., & Lanman-Givens, B. (2001). Where have all the principals gone? *Educational Leadership*, 58(8), 72–74.
- Glass, T. (2007, March). *AASA survey yields clues on today's superintendency*. Paper presented at the AASA National Conference, New Orleans, LA.

- Glass, T. (2000). The shrinking applicant pool. *Education Week*, 20(10), 68. Retrieved May 8, 2007, from the Academic Search Premier Database Web site:
<http://web.ebscohost.com>
- Glass, T. (2000). Where are all the women superintendents? *The School Administrator*. Retrieved March 9, 2007, from the American Association of School Administrators Web site: <http://www.aasa.org>.
- Grimmett, P. (2001, January). *Shortage of school administrators looms*. Retrieved March 10, 2007, from Simon Fraser University, SF News Web site:
<http://www.sfu.ca/mediapr/sfnews/2001/Jan25/comment.html>
- Hargreaves, A., & Fink, D. (2003). Sustaining leadership. In B. Davies & J. West-Burnham (Eds.), *Handbook of educational leadership and management* (pp. 435–450). London: Pearson Education.
- Heifetz, R. (2006). Educational leadership: Beyond a focus on instruction. *Phi Delta Kappan*, 87(7), 512.
- Hess, F., & Kelly, A. (2005). Ready to lead? *American School Board Journal*, 7, 22–25.
- Houston, P. (1998, June). The ABCs of administrative shortages. *Education Week*, 17, 44–46.
- Howley, A., Pendarvis, E. (2002, December). *Recruiting and retaining rural school administrators* (Report No. RC023820). Retrieved February 1, 2006, from ERIC Clearinghouse on Rural Education and Small Schools, Office of Educational Research and Improvement Web site: <http://www.ael.org/ERIC/digests/edorc02-7.pdf> (ERIC Document Reproduction Service No. ED470950)
- Jazzar, M., & Algozzine, B. (2006). *Critical issues in educational leadership*. Boston: Allyn & Bacon.

- Jeffords, C. (2007, March). *An examination of factors affecting professional mobility decisions of educational administrators: A literature review*. Paper presented at the Fourth Annual Educational Research Exchange Conference, Youngstown, OH.
- Jeffords, C. (2007, June). *An examination of factors affecting professional mobility decisions of educational administrators: A pilot study*. Poster session presented at the 19th Annual Ethnographic & Qualitative Research in Education Conference, Cedarville, OH.
- Jeffords, C. (2008, March). *Personal and institutional factors affecting school administrators' career advancement decisions: The pilot study review*. Paper presented at the Fifth Annual Educational Research Exchange Conference, Kent, OH.
- Keller, B. (1999). Women superintendents: Few and far between. *Education Week*, 19(11), 1.
- Kersten, T., & Kersten, J. (2006). Development: Have you considered school administration? *Kappa Delta Pi Record*, 42(3), 121–123.
- Lashway, L. (2003). Finding leaders for hard-to-staff schools. *ERIC Digest*, 173, 1–6. (ERIC Document Reproduction Service No. ED482456)
- Long, A. (2000). Administrative shortage: Perception, reality, solutions. *IPLA Special Edition*, 13(4), 3.
- Malone, B. (2002, May). Perceptions of Indiana principals toward their job. *Indiana Principal Leadership Academy*, 15, 4.

- Marshall, C., & Gerstl-Pepin, C. (2005). *Re-framing educational politics for social justice*. Boston: Allyn & Bacon.
- Mitgang, L. (2003, January). *Beyond the pipeline: Getting the principals we need, where they are needed most*. Retrieved February 1, 2006, from Wallace Foundation Web site: <http://www.wallacefoundation.org/WF/>
- National Association of Elementary School Principals and National Association of Secondary School Principals. (1998). *Is there a shortage of qualified candidates for openings in the principalship? An exploratory study*. Arlington, VA: Educational Research Service.
- Natt, J. (2000, Jan). Superintendents see shortage of applicants for top spots as a 'serious crisis'. *AASA Leadership News*. Retrieved May 7, 2007 from Web site: <http://www.aasa.org>
- Okojie, M., Olinzock, A., & Buck, J. (2002, December). *A follow-up study of graduate students in the department of instructional systems, leadership, and workforce development between 1996-2000*. Paper presented at the annual conference of the Association for Career and Technical Education, Las Vegas, NV.
- Olson, L. (2007, October). TFA teams with districts to groom aspiring principals. *Education Week*, 27, 12.
- Orr, M. T. (2006). Learning the Superintendency: Socialization, negotiation, and determination. *Teachers College Record*, 108(7), 1362–1403.
- Pinto, N. (2007, January). *Administrator shortage drives up salaries*. Retrieved January 18, 2007, from Daily News of Newburyport Web site: <http://www.newburyportnews.com>

Pounder, D. (2003). An analysis of the United States educational administrator shortage.

Australian Journal of Education, 42(2), 133–145.

Pounder, D., & Crow, G. (2005). Sustaining the pipeline of school administrators.

Educational Leadership, 62(8), 56–60.

Pounder, D., & Merrill, R. (2001). Lost luster. *School Administrator, 58*(10), 18–22.

Principals' Executive Program, UNC Center for School Leadership Development (2007, March). *School leadership supply and demand report*. Paper prepared for the University of North Carolina - General Administration Division of University - School Programs.

Principals' Executive Program, UNC Center for School Leadership Development (2004, March). *Principal supply and demand report*. Paper prepared for the University of North Carolina, Office of the President, Division of University - School Programs.

Quinn, T. (2002). Succession planning: Start today. *Principal Leadership (High School Ed.)*, 3(2), 24–28.

RAND CORP (2003). Are schools facing a shortage of qualified administrators?

Retrieved January 23, 2007, from Defense Technical Information Center Web

site: <http://handle.dtic.mil/100.2/ADA420026>

Reasoner, R. (1995). Survival skills for administrators. *Thrust for Educational*

Leadership, 24(6), 28.

School Administrators of Iowa (1996, June). *A crisis in the making*. Paper developed at a retreat co-sponsored by the School Administrators of Iowa and the Northern

- Trails AEA, West Des Moines, IA. Retrieved January 18, 2007, from School Administrators of Iowa Web site: <http://www.sai-iowa.org>
- School Administrators of Iowa (1998, March). *Policy statement on the school administrator shortage*. Retrieved November 7, 2005, from School Administrators of Iowa Web site: <http://www.sai-iowa.org>
- Snyder, T. D., Tan, A. G., & Hoffman, C. M. (2006). *Digest of education statistics 2005 (NCES 2006-030)*. Washington, DC: U.S. Department of Education, National Center for Education Statistics, 127.
- Stover, D. (2002). Looking for leaders. *American School Board Journal*, 12, 1–8.
- Tallerico, M., & Tingley, S. (2001, November). *The leadership mismatch: An alternative view*. Retrieved March 9, 2007, from American Association of School Administrators Web site: <http://www.aasa.org>.
- Telfer, D. (2007, March). *Response to inquiry*. Retrieved March 29, 2007, from Ohio Department of Education Web site: <http://www.ode.state.oh.us>
- VanSciver, J. (2002). Why the shortage of leaders? *Journal of Staff Development*, 23(1), 72.
- Whitaker, K. (2000). *Executive summary of superintendent perceptions of quantity and quality of candidates for the principalship*. Unpublished manuscript.
- Whitaker, K. (2001). Where are the principal candidates? Perceptions of superintendents. *NASSP Bulletin*, 85(625), 82–92.
- Zelman, S. (2006). *Alternative licensure for administrators*. Columbus, OH: Ohio Department of Education.

Zirkle, C., & Cotton, S. (2001). Where will future leadership come from? On the status of career and technical education administration. *Tech Directions*, 61(5), 15–18.

Appendix A

Fact Sheets on Alternative Licensure for Administrators in Ohio



November 2006

Susan Tave Zelman

Superintendent of Public Instruction

Dear School Administrator:

Research shows that a school's success depends on strong instructional leadership with unrelenting focus on student learning. In November 2001, the Governor's Commission on Teaching Success convened to develop recommendations that would help Ohio recruit and retain educators, build their capacity to perform at high levels and create school environments with effective leadership.

To address the need for highly skilled and qualified school leaders, one of the Commission's recommendations was to increase opportunities for individuals to become teachers and administrators through alternative routes. In April 2006, the State Board of Education adopted rules for an alternative license for superintendents and administrative specialists. Senate Bill 2 (March 2004) mandated that the State Board cease to issue temporary licenses for superintendents and administrative specialists upon adoption of the alternative license rules.

Enclosed within this toolkit is a series of fact sheets that address the opportunities in Ohio available for both educators and non-educators to become principals, superintendents and administrative specialists through high-quality, standards-based alternative routes. The fact sheets cover such topics as application and training requirements; Ohio's first two alternative principal licensure pilot programs; and background information and legislation.

I sincerely thank you for your dedication to the students in Ohio and for meeting the demands of a job that so profoundly impacts the success of your schools.

Sincerely,

Susan Tave Zelman
Superintendent of Public Instruction
Ohio Department of Education

25 South Front Street, Columbus, Ohio 43215-4183

www.ode.state.oh.us

ALTERNATIVE LICENSURE

for administrators

SUPERINTENDENTS & ADMINISTRATIVE SPECIALISTS

FACT SHEET: ALTERNATIVE LICENSE FOR SUPERINTENDENTS AND ADMINISTRATIVE SPECIALISTS

Background Information

There is an increasing need to address shortages of school administrators while maintaining high expectations for quality leaders. In Ohio, there were more than 200 temporarily certified/licensed individuals employed by school districts in an administrative capacity. Educators operating under a temporary certificate had no requirements for professional development. The state has a responsibility to work with school districts as well as institutions of higher education to recruit and retain an adequate supply of well-qualified administrators for Ohio's schools. Alternative approaches are needed to ensure caring, competent and qualified administrators for all schools.

Governor Taft convened the Commission on Teaching Success in November 2001. One of the Commission's recommendations was to increase opportunities for qualified individuals to become teachers and administrators through alternative routes – and ensure that all routes into teaching and school administration are high-quality and standards-based. Included in the report was the recommendation that the temporary license, which is not aligned to standards, be eliminated.

Subsequently, Senate Bill 2 (March 2004) was signed into law by Governor Taft. This legislation required the State Board of Education to adopt rules to establish alternative administrator licenses valid for employment as a principal, superintendent or administrative specialist. Senate Bill 2 states that “beginning on the effective date of the rules, the state board will cease to issue temporary licenses for administrators. Procedures are being outlined and communicated to individuals who are currently working under a temporary license on how to transition to the alternative license for superintendents or other administrative positions.”

A committee of practitioners was convened in January 2005 to develop recommendations for an alternative license for superintendents and administrative specialists. Focused feedback from key stakeholder groups (Buckeye Association of School Administrators, Ohio Association of Elementary School Administrators, Ohio Association of Secondary School Administrators, Higher Education, Ohio Education Association, Ohio Federation of Teachers) was solicited in March and the committee reviewed the input received and modified its recommendations. The committee's recommendations were then forwarded to the State Board of Education for its review and adoption of rules.

ALTERNATIVE LICENSURE
for administrators

SUPERINTENDENTS
& ADMINISTRATIVE
SPECIALISTS

INITIAL APPLICATION REQUIREMENTS AND RENEWAL REQUIREMENTS

Requirements for Obtaining Initial Two Year License:

- B.A./B.S. or M.A. for administrative specialists; M.A. for superintendents
- 3.0 GPA (required by institutions of higher education for graduate-level coursework)
- Five or more years of documented successful work experience in teaching, administration, education or management
- BCI background check
- License is requested by the employing school district.

Apply to:

- Ohio Department of Education
Office of Educator Licensure
25 South Front Street Mail Stop 105
Columbus, Ohio 43215
- Cost: \$24
- Application form available at:
<http://www.ode.state.oh.us/> Search keywords "licensure applications"

ALTERNATIVE LICENSURE
for administrators

SUPERINTENDENTS
& ADMINISTRATIVE
SPECIALISTS

The Alternative Pathway to Superintendents or Administrative Specialists

AT THE END OF YEAR TWO (prior to renewal), the following requirements must be met by **BOTH EDUCATORS AND NON-EDUCATORS**, as verified by the employing superintendent.

BACHELOR'S DEGREE HOLDERS	MASTER'S DEGREE HOLDERS
<ul style="list-style-type: none"> • Assignment of a mentor • Development of a personal learning plan • Participation in a structured mentoring program consisting of 70 clock hours during the initial two-year license • Completion of minimum of 15 semester hours from an accredited university leading toward a master's degree in an area of study appropriate to the position held during the initial two-year license 	<ul style="list-style-type: none"> • Assignment of a mentor • Development of a personal learning plan • Participation in a structured mentoring program consisting of 70 clock hours during the initial two-year license • Completion of minimum of nine semester hours from an accredited university or 135 clock hours of professional development based on the personal learning plan during the initial two-year license

FOR NON-EDUCATORS

The employing school district shall require the administrator to develop a plan that outlines observation of classroom instruction across grade levels and subject areas within the school district.

Eligibility for a Professional Administrative Specialist or Superintendent License (at the conclusion of year four)

BACHELOR'S DEGREE HOLDERS	MASTER'S DEGREE HOLDERS
<ul style="list-style-type: none"> • Participation in a structured mentoring program consisting of an additional 50 clock hours during the second two-year license • Four years of successful experience under the alternative administrative specialist or superintendent license • Completion of a master's degree during the second two-year license • Successful completion of Praxis II test 0410 	<ul style="list-style-type: none"> • Four years of successful experience under the alternative administrative specialist or superintendent license • Completion of an additional six semester hours or 90 clock hours of professional development based on the personal learning plan during the second two-year license • Participation in a structured mentoring program • Successful completion of Praxis II test 0410

ALTERNATIVE LICENSURE

for administrators

SUPERINTENDENTS & ADMINISTRATIVE SPECIALISTS

3301-24-12: ALTERNATIVE SUPERINTENDENT LICENSE AND ADMINISTRATIVE SPECIALIST LICENSE

- (A) A two-year alternative superintendent or administrative specialist license valid for serving as a superintendent or administrative specialist, which shall be renewable one time, shall be issued at the request of the board of education of a city, educational service center, local, exempted village, joint-vocational school district, or the governing authority of a chartered nonpublic school to an individual who is deemed to be of good moral character and who evidences the following:
- (1) Master's degree from an accredited university for the alternative superintendent license; bachelor's or master's degree from an accredited university for the administrative specialist;
 - (2) A position appropriate to the license and board resolution of appointment to position;
 - (3) Grade point average of at least 3.0; and
 - (4) Five or more years of documented successful experience in teaching, administration, education, or management.
- (B) The employing school district shall provide a mentoring program for alternatively licensed superintendents or administrative specialists that includes the following:
- (1) Assignment of a mentor;
 - (2) Completion of a competency based self-assessment developed by the Ohio Department of Education, available through the ODE Web site at:
<http://www.ode.state.oh.us/> Search keywords "alternative licensure toolkit"
 - (3) Development of a personal learning plan; and
 - (4) Participation in a structured mentoring program (70 clock hours during the initial two-year license, and an additional 50 clock hours during second two-year license for individuals holding a bachelor's degree); and
- (C) For non-educators issued an alternative superintendent license or an alternative administrative specialist license, the employing school district shall require the administrator to develop a plan that outlines observation of classroom instruction across grade levels and subject areas within the school district.

ALTERNATIVE LICENSURE

for administrators

SUPERINTENDENTS & ADMINISTRATIVE SPECIALISTS

3301-24-12: ALTERNATIVE SUPERINTENDENT LICENSE AND ADMINISTRATIVE SPECIALIST LICENSE (CONT'D)

- (D) Eligibility for a provisional license. A provisional license will be issued to the holder of an alternative superintendent or administrative specialist license upon successful completion of the following:
- (1) Four years of successful experience under the alternative superintendent or administrative specialist license;
 - (2) For individuals not holding a master's degree, completion of a minimum of 15 semester hours from an accredited university leading toward a master's degree in an area of study appropriate to the position held during their initial two-year license and completion of a master's degree during their second two-year license;
 - (3) For individuals holding a master's degree, completion of nine semester hours from an accredited university or 135 clock hours of professional development based on their personal learning plan during their initial two-year license, and completion of an additional six semester hours or 90 clock hours of professional development based on their personal learning plan during their second two-year license;
 - (4) Participation in a structured mentoring program provided by the school district as outlined in paragraph (B) of this rule; and
 - (5) Successful completion of the State Board of Education examination required for administrators. Information is available through the ODE Web site at: <http://www.ode.state.oh.us/> Type in keywords "Praxis II Tests" in the search box to access the PDF outlining testing information.

Effective: 02/24/2006

ALTERNATIVE LICENSURE

for administrators

PRINCIPALS

FACT SHEET: ALTERNATIVE LICENSE FOR PRINCIPALS

Background Information

There is an increasing need to address shortages of school administrators while maintaining high expectations for quality leaders. In Ohio, there are more than 200 temporarily certified/licensed individuals employed by school districts in an administrative capacity. Educators operating under a temporary certificate have no requirements for professional development. The state has a responsibility to work with school districts as well as institutions of higher education to recruit and retain an adequate supply of well-qualified administrators for Ohio's schools. Alternative approaches are needed to ensure that caring, competent and qualified administrators are available for all schools.

Governor Taft convened the Commission on Teaching Success in November 2001. One of the Commission's recommendations was to increase opportunities for qualified individuals to become teachers and principals through alternative routes – and ensure that all routes into teaching and the principalship are high-quality and standards-based. The report also recommended that the temporary license, which is not aligned to standards, be eliminated.

Subsequently, Senate Bill 2 (March 2004) was signed into law by Governor Taft. This legislation requires the State Board of Education to adopt rules that establish an alternative principal license. The rules “shall include a requirement that an applicant has obtained classroom teaching experience.” A committee of practitioners was convened in March 2004 to develop recommendations for an alternative license for principals. Focused feedback from key stakeholder groups (Buckeye Association of School Administrators, Ohio Association of Elementary School Administrators, Ohio Association of Secondary School Administrators, Higher Education, Ohio Education Association, Ohio Federation of Teachers) was solicited. The committee reviewed the input and modified its recommendations.

In September 2005, the State Board adopted rules for an alternative license for principals. Senate Bill 2 mandated that the State Board cease to issue temporary licenses upon adoption of the alternative license rules.

More information about Ohio's Alternative Principal License is included in this toolkit. You may also obtain information at the following Web site:

www.ode.state.oh.us/ Search keywords “conditional paths”

ALTERNATIVE LICENSURE

for administrators

PRINCIPALS

INITIAL APPLICATION REQUIREMENTS AND RENEWAL REQUIREMENTS

Requirements for Initial One Year License (renewable two times):

- B.A./B.S. or M.A.
- 3.0 GPA (Required by institutions of higher education (IHEs) for graduate-level coursework)
- Two or more years of teaching experience (educators); or five years of documented successful work experience in education management or administration (non-educators)
- BCI background check
- License is requested by the employing superintendent.

Apply to:

- Ohio Department of Education
Office of Certification and Licensure
25 South Front Street Mail Stop 105
Columbus, Ohio 43215
- Cost: \$12
- Application form available at:
<http://www.ode.state.oh.us/> Search keywords “licensure applications”

Renewal Requirements for Years Two and Three of License:

1. AT THE END OF YEAR ONE (prior to issuance of the second one-year alternative principal license) the following requirements must be met by BOTH EDUCATORS AND NON-EDUCATORS; as verified by the employing superintendent.

- Assignment of a mentor;
- Completion of the Interstate School Leaders Licensure Consortium (ISLLC) self-assessment available through: www.ode.state.oh.us/ Search keywords “alternative licensure toolkit”
- Development of a personal learning plan approved by the mentor and superintendent;
- Assistance in acquiring critical knowledge in the following areas: facilitating a vision, school culture and instructional program, managing the school organization, collaboration and community engagement, ethics and integrity and understanding publics.

ALTERNATIVE LICENSURE

for administrators

PRINCIPALS

PROGRAM/TRAINING REQUIREMENTS

Requirements for Non-Educators to Obtain Classroom Teaching Experience:

- 180 clock hours/minimum of 90 hours each year (average of three hours per week over a two-year period)
- Assigned to master teachers (It is recommended that over the two-year period the administrator work with at least two master teachers.)
- Required to complete a portfolio documenting experiences and learning (must include reflection)
- Mentor and superintendent sign off on successful completion, not master teacher.

Guidelines for Non-Educators to Obtain Classroom Teaching Experiences:

It is recommended that non-educators obtain classroom teaching experience through a structured program that includes a series of activities focused on the process of teaching and student learning. The sequencing of activities and time allotted to activities as outlined should reflect the individual learning needs of the alternative-licensed principal.

Suggested Activities are Drawn From the ETS Pathwise Induction Program.

1. Teaching Environment Profile: Examine the Context of Teaching

- Observe master teachers and teachers in other content/grade levels
- Create a school profile – school, district, community

2. Establishing a Learning Environment: Exploring the Practice of Teaching

- Learn about lesson development (articulating clear, appropriate learning goals for students); teaching (applying teaching methods, learning activities and instructional materials); student assessment (creating or selecting evaluation strategies and analyzing data); reflection (determine what was learned about teaching and learning).
- Observe classroom instruction across content areas and grade levels.
- Gain an understanding of standards-based instruction, including but not limited to student academic content standards and the state performance assessment system.
- Learn about classroom management: establishing and maintaining rapport with students (district and building policies).

ALTERNATIVE LICENSURE
for administrators

PRINCIPALS

PROGRAM/TRAINING REQUIREMENTS

EDUCATORS	NON-EDUCATORS
<p>B.A./B.S.</p> <ul style="list-style-type: none"> • Complete Interstate School Leaders Licensure Consortium-based self-assessment • Develop a personal learning plan approved by mentor and district superintendent • Master’s degree in school administration • Participate in structured mentoring program • Pass examination required by State Board of Education 	<p>B.A./B.S.</p> <ul style="list-style-type: none"> • Complete Interstate School Leaders Licensure Consortium-based self-assessment • Develop a personal learning plan approved by mentor and district superintendent • Master’s degree in school administration • Obtain classroom teaching experience • Participate in structured mentoring program • Pass examination required by State Board of Education
EDUCATORS	NON-EDUCATORS
<p>M.A.</p> <ul style="list-style-type: none"> • Complete Interstate School Leaders Licensure Consortium-based self-assessment • Develop a personal learning plan approved by mentor and district superintendent • Six semester hours or 90 clock hours from a state-approved provider: school law, school supervision and evaluation (Credit for taking these courses earlier will be given if documented on a transcript.) • Minimum of six additional semester hours or 90 clock hours from a state-approved provider based on pre-assessment data as reflected in the personal learning plan and approved by the superintendent and mentor • Participate in structured mentoring program • Pass examination required by State Board of Education 	<p>M.A.</p> <ul style="list-style-type: none"> • Complete Interstate School Leaders Licensure Consortium-based self-assessment • Develop a personal learning plan approved by mentor and district superintendent • Six semester hours or 90 clock hours from a state-approved provider: school law, school supervision and evaluation • Minimum of six additional semester hours or 90 clock hours from a state-approved provider based on pre-assessment data as reflected in the personal learning plan and approved by the superintendent and mentor • Obtain classroom teaching experience • Participate in structured mentoring program • Pass examination required by State Board of Education

ALTERNATIVE LICENSURE

for administrators

PRINCIPALS

RULE FOR ALTERNATIVE PRINCIPAL LICENSE

OAC 3301-24-11

- (A) A one-year alternative principal license (renewable two times), valid for serving as principal or assistant principal, shall be issued at the request of the superintendent of a city, educational service center, local, exempted village, or joint vocational school district to an individual who is deemed to be of good moral character and who evidences the following:
- (1) Bachelor of arts/bachelor of science or master's degree from an accredited institution;
 - (2) Grade point average of at least 3.0;
 - (3) Two or more years of teaching experience or five years of documented successful work experience in education, management or administration.
- (B) The employing school district shall provide a mentoring program for alternatively-licensed principals or assistant principals that includes the following:
- (1) Assignment of a mentor;
 - (2) Completion of Interstate School Leaders Licensure Consortium (ISLLC) self assessment. Link available online through ODE's Web site at:
<http://www.ode.state.oh.us/> Search keywords "alternative licensure toolkit"
 - (3) Development of a personal learning plan approved by the mentor and superintendent; and
 - (4) Assistance in acquiring critical knowledge in the following areas: facilitating a vision, school culture and instructional program, managing the school organization, collaboration and community engagement, ethics and integrity, and understanding publics.
- (C) For non-educators issued an alternative principal license, the employing school district shall develop and implement a planned program for obtaining classroom teaching experience (180 clock hours with a minimum of 90 hours in both year one and year two). Such a program must require the alternatively-licensed principal or assistant principal to work with a master teacher(s) to obtain teaching experience.

ALTERNATIVE LICENSURE

for administrators

PRINCIPALS

ALTERNATIVE PRINCIPAL LICENSURE PILOT PROGRAMS

Ohio Hamilton County Educational Service Center (OHCESC)
Bowling Green State University

Overview

As an outcome of the Governor's Commission on Teaching Success, and in compliance with Senate Bill 2, in September 2005, the State Board of Education adopted requirements for an alternative principal license to ensure that qualified individuals have increasing opportunities to become principals through alternative routes.

The law ensures that alternative routes are standards-based and of high quality, and eliminates the temporary principal license. After Oct. 1, 2005, individuals who would have applied for a temporary principal license will instead need to qualify for and apply for a one-year alternative principal license that is renewable two times.

The alternative principal license is available to individuals for whom their employing school district has a Board resolution supporting their position as assistant principal or principal. In the current biennium budget, the Ohio legislature provided funds for the development of several pilot programs. Currently, two programs have been approved for funding.

Ohio Hamilton County Educational Service Center (OHCESC)

Under the pilot alternative principal licensure program, the Ohio Hamilton County Educational Service Center (OHCESC), in partnership with the University of Cincinnati, has designed a program model for training educators and developing and enhancing the expertise of school leaders to meet the demands of the 21st century. The goals of OHCESC are to recruit 25 participants per cohort group, targeting the most high-needs districts, and to build a coalition between those districts selected.

Contact Information:

For additional information about the OHCESC pilot program, please contact Donald Schmidt, OHCESC director, at 513-674-4304.

Bowling Green State University

Bowling Green State University, in partnership with The Center for Educational Leadership and Professional Development Services at the Ohio Hamilton County Educational Service Center (OHCESC), has developed a model to train educators to become school leaders under Ohio's new alternative license for principals. This model will develop and enhance the expertise of school leaders to meet the demands of the 21st century.

Contact Information:

For additional information about the program, please contact Julie Edmister, professor of Educational Administration and Leadership Studies, Bowling Green State University. College of Education, 519 Education Building, Bowling Green, Ohio 43403, Phone: (419) 372-7275

Additional Information:

For more information about the Ohio Department of Education's (ODE) routes to alternative principal licensure, access:

<http://www.ode.state.oh.us/> Search keywords "conditional paths"

Appendix B

Email Response from Deborah Telfer

Date: Thu, 29 Mar 2007 13:25:56 -0400

From: ["Telfer, Deborah" <Deborah.Telfer@ode.state.oh.us>](mailto:Deborah.Telfer@ode.state.oh.us) [Block](#) [Address](#)

Subject: **Response to Inquiry**

To: cwjeffords@ysu.edu

Cc: ["Hoshor, Scott" <Scott.Hoshor@ode.state.oh.us>](mailto:Scott.Hoshor@ode.state.oh.us)

[Reply](#) | [Reply All](#) | [Forward](#) | [Print](#) | [Delete](#)

Mr. Jeffords:

I'm responding to your email inquiry to Dr. Susan Tave Zelman, superintendent of public instruction, in which you asked about administrator shortages in Ohio. After discussing your inquiry with staff in ODE's Center for the Teaching Profession, we believe the data we have do not suggest a shortage in Ohio. For example, this year we have 460 entry-year principals (individuals who hold the license and are completing the entry year program as first year principals). We also had fewer than 150 individuals entering administrative positions through alternate licensure (this number includes not only superintendents and principals, but also central office personnel such as directors of student services).

I hope this information is useful to you and apologize for our delay in responding to your request. If you have additional questions, please don't hesitate to contact us.






Best of luck in completing your doctoral fellowship.

Deborah Telfer
Office of the Senior Associate Superintendent for Educational Programs

Appendix C

Email Response from Dr. Tanya Price

Date: Wed, 26 Sep 2007 10:22:56 -0600
From: ["Price, Tanya" <Price_T@cde.state.co.us>](mailto:Price_T@cde.state.co.us) **Block Address**
Subject: **RE: School Administrator Shortage**
To: ["Charles Jeffords" <cwjeffords@ysu.edu>](mailto:cwjeffords@ysu.edu)

 [Reply](#) |  [Reply All](#) |  [Forward](#) |  [Print](#) |  [Delete](#)

Hello Charles

I will see what I can find out for you.

Smiles,
Tanya

-----Original Message-----

From: Charles Jeffords [<mailto:cwjeffords@ysu.edu>]
Sent: Wednesday, September 26, 2007 9:04 AM
To: Price, Tanya
Subject: School Administrator Shortage

Dr. Price;

I am currently doing dissertation research relating to school administrator shortages across the country and how career advancement decisions affect such shortages. Is Colorado experiencing any school administrator shortages at this time or are any projected for the future?

Any information you can provide will be greatly appreciated.

Charles W. Jeffords
Doctoral Fellow
Dept. of Ed. Foundations, Research, Technology, and Leadership
Youngstown State University, Youngstown, OH 44555
330-941-2236
cwjeffords@ysu.edu

Appendix D

Email Response from Dan Smith

Date: Thu, 27 Sep 2007 11:42:57 -0500

From: ["Dan Smith" <dsmith@sai-iowa.org>](mailto:dsmith@sai-iowa.org) [Block Address](#)

Subject: **Re: School Administrator Shortage**

To: ["Charles Jeffords" <cwjeffords@ysu.edu>](mailto:cwjeffords@ysu.edu)

[Reply](#) [Reply All](#) [Forward](#) [Print](#) [Delete](#)

Hi Charles,

I have been the SAI executive director since July, 2006. Prior to that time I had been a school superintendent in Iowa (primarily Cedar Falls) for the last 25 years. Coincidentally, since you are from Youngstown, I grew up in Norwalk, Ohio. My best friend from high school is the current school superintendent in Broadview/Brecksville, Ohio.

The surveys that were done in 96 & 98 in Iowa were done primarily to gauge the impact of a change in the Iowa Public Employee Retirement System (IPERS) that was not scheduled to go into full effect until 2001. The fear was that by delaying the phasing-in of a benefit that there would be a large shortage of administrators in the early 2000's. I do not believe that happened, at least not in the numbers that were feared.

In regard to our current administrator supply situation, there has not been careful research done documenting the supply. Last spring SAI sponsored a conference with search consultants who work in Iowa to discuss best practice and supply. Their anecdotal comments indicate that there are very few quality applicants for available superintendent positions. My own experience as a superintendent (supported by other's anecdotal stories) is that there is a shortage

of secondary administrative candidates. The shortage is especially severe for high school principals in medium to large high schools. There also remains a severe shortage of minority administrative candidates. The elementary principal pool is much better.

Hope this helps.

Dan Smith
Executive Director
School Administrators of Iowa

APPENDIX E

Email Response from Rasheeda Whitthorne

Date: Thu, 27 Sep 2007 11:57:04 -0400

From: ["Whitthorne, Rosheeda \(MDE\)" <WhitthorneR@michigan.gov>](mailto:WhitthorneR@michigan.gov) **[Block Address](#)**

Subject: **Michigan School Administrators Shortage**

To: cwjeffords@ysu.edu

 [Reply](#)  [Reply All](#)  [Forward](#)  [Print](#)  [Delete](#)

Yes, Michigan is anticipating a shortage of School administrators as a large percentage of the currently employed administrators are at or considering retirement. In addition, because Michigan only has voluntary administrator certification, many find employment opportunities in other states more attractive. This is particularly true for those who hold Masters or higher in say, Ed Leadership or Ed Administration and that can influence salary base.

We have seen a large number of former administrators who have retired but come back to the job under contract allowing them to receive 2 checks.

The voluntary admin cert became effective as law on August 16, 2006; admin certification was rescinded in MI effective June 30, 1996. All administrators whose primary responsibility is administering instructional programming and meeting curriculum requirements must be in compliance with the Continuing education requirement. That is they must complete either 6 semester hours or 18 MI state-board approved Continuing Ed Units (SB-CEUS) or a combination every 5 years from date of hire in MI as one of these or from expiration of an old Mi admin cert.

For actual numbers, you might want to contact Lynne Erickson (517-241-3975) who works with the REP Report.

Hope this was helpful! Please feel free to contact me directly if you have more questions or need clarification.

Rosheeda I. Whitthorne
Higher Education Consultant
MDE-OPPS
WhitthorneR@michigan.gov
517-241-2200

APPENDIX F

Email Response from Darrell Rud

Date: Tue, 02 Oct 2007 11:29:11 -0600
From: ["Darrell Rud" <samdr@sammt.org>](mailto:samdr@sammt.org) **[Block Address](#)**
Subject: **RE: School Administrator Shortage**
To: cwjeffords@ysu.edu

[Reply](#) | [Reply All](#) | [Forward](#) | [Print](#) | [Delete](#)

The best "data driven" resource is a document that was researched on our behalf in May, 2003, entitled *Who Will Staff Montana's Schools? The Retirement Dilemma*. We're also doing some current work on updating data such as this but it is not in a condition for sharing, as yet.

Darrell

-----Original Message-----

From: Charles Jeffords [mailto:cwjeffords@ysu.edu]
Sent: Monday, October 01, 2007 9:03 AM
To: samdr@sammt.org
Subject: School Administrator Shortage

Darrell,

I was referred to your organization by the Montana Dept. of Ed. in response to my query regarding any existing or projected shortage of school administrators in Montana. I am in the process of researching the factors school administrators use to make career advancement decisions and how such decisions affect potential shortages in some states.

Any information you could provide would be greatly appreciated.

Charles W. Jeffords

Doctoral Fellow
Dept. of Ed. Foundations, Research, Technology, and Leadership
Youngstown State University
Youngstown, OH 44555
330-941-2236
cwjeffords@ysu.edu

APPENDIX G

Email Response from Nance Farmer

Date: Tue, 02 Oct 2007 08:49:15 -0400
From: "[Nancy Farmer](mailto:nfarmer@northcarolina.edu)" <nfarmer@northcarolina.edu> **[Block Address](#)**
Subject: Your Request for Information
To: cwjeffords@ysu.edu

 [Reply](#)  [Reply All](#)  [Forward](#)  [Print](#)  [Delete](#)

Charles,

Your request was forwarded to me from the NC Department of Public Instruction. I am enclosing a report from our program regarding the very issue you mentioned. Hope this is helpful to you.

Nancy

Nancy J. Farmer
Principals' Executive Program
Center for School Leadership Development
140 Friday Center Drive (Rm 225)
Chapel Hill, NC 27517
Phone: 919-962-3360
FAX: 919-962-3365
<http://www.ncpep.org>

 [Supply&Demand Report May 07.doc](#)

Name: Supply&Demand Report May 07.doc
Type: application/msword
Encoding: BASE64

APPENDIX H

Principal Supply and Demand Report (2004)

Principal Supply and Demand Report

Prepared by the
Principals' Executive Program
NC Center for School Leadership Development

for the
University of North Carolina Office of the President
Division of University-School Programs

March 2004

Table of Contents

List of Tables.....3
Introduction.....4
Demographic Trends.....5
Demand Trends.....9
Supply Trends.....12
Summary of Report.....14
Appendix A: LEAs by Regions.....15

List of Tables		
Table		Page
1	Principal Age	5
2	Assistant Principal Age	6
3	Principal Total Education Experience	6
4	Assistant Principal Total Education Experience	7
5	Principal Highest Degree Level Earned	7
6	Assistant Principal Highest Degree Level Earned	7
7	Race and Gender of Principals	8
8	Race and Gender of Assistant Principals	8
9	Full Time Principals and Assistant Principals Employed in NC Public Schools Past and Projected	9
10	Assistant Principals with Provisional License	10
11	Comparison of Percent of North Carolina Schools by Region and Percent of Provisional Licenses	11
12	Distribution of New Principals by Regions	11
13	Distribution of New Assistant Principals by Regions	11
14	Sources of New Principals and Assistant Principals	12
15.	Degrees Conferred in MSA Programs 1999-2000 through 2002-2003	13

Introduction

High quality school administrators are essential for our schools to meet the challenges posed by our state ABC Accountability system, and now the federal No Child Left Behind (NCLB) legislation. The literature on school reform consistently points to the key role school administrators play in creating high quality schools for our students. For that reason it is critical that we examine the supply and demand of school administrators across our state. As stated in early reports many factors influence the balance of supply and demand of principals. These factors include attrition of educators (promotion, career changes, retirement etc.), the number of licensed candidates from our approved education programs, student enrollment, federal, state and local policies, and economics (Department of Public Instruction, 2002).

This report is written in response to House Bill 257, 1993 Session Laws, that directs the Board of Governors to:

study the issue of supply and demand of school administrators to determine the number of school administrators to be trained in the programs in each year of each biennium. The Board of Governors shall report the results of this study to the Joint Legislative Education Oversight Committee no later than March 1, 1994, and annually thereafter.

The purpose of this report is to provide data to the Education Leadership Task Force and the Joint Legislative Education Oversight Committee Concerning School Administrator Programs at the Constituent University of North Carolina Institutions about the trends that influence supply and demand of school based administrators in North Carolina. For this study, school administrators are defined to include principals and assistant principals.

This report is divided into four parts: 1) Demographic Trends; 2) Demand Trends, 3) Supply Trends, and 4) Summary of Findings.

Demographic Trends of North Carolina School Administrators

Demographic data collected by the Department of Public Instruction indicates that the average North Carolina principal is likely to be 45 or older (73% of current principals), and white (75.66% of current principals), with a master’s degree (69% of current principals). We have slightly more female principals than males (52.33% female) and the majority have more than 20 years of education experience (71%).

The average assistant principal is younger than the average principal. Only 54% of all assistant principals are 45 or older; and 33% are 40 or younger (an increase from 23% <40 in 2002). In addition, they have less experience than principals. Only 44% have 20 or more years of educational experience. Fifty-one percent of our assistant principals are female, and 75% are white.

The following tables provide extensive demographic data about our principals. Tables 1 and 2 provide information on the age of our current school administrators. Tables 3 and 4 provide information on administrator’s total education experience. Table 5 and 6 provide information about the highest degree earned by our administrators. Tables provide a statewide measure, as well as data by region.

Table 1 below provides data about the age of current North Carolina principals. The data indicate that across the state 52% of all principals are 50 years or older. There is a similar trend across districts in all but one region in North Carolina (Central region-48% of principals are 50 years or older). In four state regions, more than 52% of principals at 50 years or older (Southcentral 53%, Southeast 54%, Southwest 57%, and West 57%). Approximately 52% of principals will be eligible to retire over the next five years.

Table 1: Principal Age
2003-2004

Age	<40	40-44	45-49	50-54	55+
Statewide	16%	11%	21%	30%	22%
Central	21%	11%	20%	27%	21%
Northeast	14%	11%	25%	25%	25%
Northwest	18%	12%	20%	32%	18%
Southcentral	11%	11%	25%	34%	19%
Southeast	16%	9%	21%	27%	27%
Southwest	15%	10%	18%	34%	23%
West	13%	13%	17%	30%	27%

Table 2 provides data about the age of current North Carolina assistant principals. The data indicate that across the state 39% of all assistant principals are 50 years or older. The 40 years or younger category in Table 2 is the largest, with 33% of current North Carolina assistant principals in that age range.

Table 2: Assistant Principal Age
2003-2004

Age	<40	40-44	45-49	50-54	55+
Statewide	33%	13%	15%	22%	17%
Central	38%	11%	14%	23%	14%
Northeast	30%	17%	13%	20%	20%
Northwest	34%	14%	16%	18%	18%
Southcentral	22%	13%	18%	24%	23%
Southeast	32%	13%	18%	21%	16%
Southwest	32%	15%	13%	21%	19%
West	33%	13%	16%	26%	12%

Table 3 provides data about the total education experience of current North Carolina principals. The data indicate that across the state 52% of current principals have 25 or more years of experience. This trend is consistent across the state regions with two regions having a higher percentage of principals with more than 25% years of experience (Central 56%, Southcentral 59%).

Table 3: Principal Total Education Experience
2003-2004

Age	<10	10-14	15-19	20-24	25-29	30+
Statewide	6%	11%	12%	19%	29%	23%
Central	4%	11%	11%	18%	27%	29%
Northeast	6%	13%	11%	17%	29%	24%
Northwest	7%	16%	14%	17%	30%	16%
Southcentral	5%	7%	12%	17%	33%	26%
Southeast	9%	12%	12%	20%	27%	20%
Southwest	4%	10%	17%	19%	23%	27%
West	6%	10%	12%	21%	28%	23%

Table 4 provides data about the total education experience of current assistant principals. The data indicate that across the state 21% of current assistant principals have 10 or fewer total years of education experience.

Table 4: Assistant Principal Total Education Experience
2003-2004

Age	<10	10-14	15-19	20-24	25-29	30+
Statewide	21%	19%	16%	14%	17%	13%
Central	24%	16%	15%	13%	17%	15%
Northeast	16%	24%	17%	13%	18%	12%
Northwest	20%	18%	15%	16%	19%	12%
Southcentral	15%	18%	19%	19%	19%	10%
Southeast	18%	24%	17%	11%	17%	13%
Southwest	22%	19%	15%	13%	17%	14%
West	14%	19%	21%	18%	17%	11%

Table 5: Principal Highest Degree Level Earned
2003-2004

Degree Level	Master's	Specialist	Doctoral
Statewide	69%	22%	9%
Central	68%	22%	10%
Northeast	64%	26%	10%
Northwest	67%	24%	9%
Southcentral	70%	22%	8%
Southeast	77%	15%	8%
Southwest	65%	26%	9%
West	68%	23%	9%

Table 6: Assistant Principal Highest Degree Level Earned
2003-2004

Degree Level	Bachelor's	Master's	Specialist	Doctoral
Statewide	1%	86%	10%	3%
Central	1%	86%	9%	4%
Northeast		83%	14%	3%
Northwest	2%	81%	13%	4%
Southcentral	1%	92%	4%	3%
Southeast		89%	9%	2%
Southwest	1%	85%	11%	3%
West	1%	73%	22%	4%

Demand Trends for North Carolina School Administrators

Table 9 provides the current and projected number of school-based administrators from 1999-2000 through 2012-2013. Based on the last five years, we can expect a 1.3% increase in Average Daily Membership. Using that percentage we can project the number of North Carolina Schools and consequently the number of principals. Using the average ratio of principals to assistant principals, we can project the number of total school administrators. The Total New Hires are projected using the average turnover rate of 15% for the last five years.

Table 9: Full Time Principals and Assistant Principals Employed in NC Public Schools, Past and Projected

Year	Principals	Asst. Principals	New Positions	Positions from Turnover	Total New Hires	Total Adm.	Ratio AP to Prin	# of NC Schools	ADM (End of 1 st month)	Schools per 1000 ADM
1999-00	2,087	2,308	116	559	675	4,395	1.105	2,024	1,237,060	1.64
2000-01	2,131	2,377	113	648	761	4,508	1.115	2,111	1,253,135	1.68
2001-02	2,150	2,386	28	883	911	4,536	1.109	2,202	1,267,070	1.74
2002-03	2,150	2,362	(-24)	561	561	4,512	1.098	2,230	1,285,729	1.73
2003-04	2,188	2,316	(-4)	700	700	4,508	1.058	2,251	1,303,777	1.73
2004-05	2,245	2,470	207	676	883	4,715	1.1	2,245	1,320,726	1.7
2005-06	2,274	2,501	60	707	767	4,775	1.1	2,274	1,337,895	1.7
2006-07	2,304	2,534	63	716	779	4,838	1.1	2,304	1,355,288	1.7
2007-08	2,334	2,567	63	726	789	4,901	1.1	2,334	1,372,907	1.7
2008-09	2,364	2,600	63	735	798	4,964	1.1	2,364	1,390,755	1.7
2009-10	2,395	2,635	66	745	811	5,030	1.1	2,395	1,408,835	1.7
2010-11	2,426	2,669	65	755	820	5,095	1.1	2,426	1,427,150	1.7
2011-12	2,458	2,704	67	764	831	5,162	1.1	2,458	1,445,703	1.7
2012-13	2,490	2,739	67	774	841	5,229	1.1	2,490	1,464,497	1.7

*Shaded cells indicate projections

Data from the last five years in North Carolina indicate a dramatic increase in the number of provisional licenses issued by the Department of Public Instruction since districts were allowed to issue provisional licenses. According to the 2002 Supply and Demand study written by the Department of Public Instruction, a one-year provisional license may be

issued by local boards of education to individuals selected for employment as assistant principals if

- The local board has determined there is a shortage of persons who hold or are qualified to hold a principal’s license and the employee enrolls in an approved program leading to a master’s degree in school administration before the provisional license expires; or
- The employee is enrolled in an approved master’s in school administration program and is participating in the required internship under the master’s program.

If we make the assumption that all provisional licenses granted met one of those conditions then the dramatic increase (650% since 1999-00) indicates a shortage of qualified candidates across North Carolina. Table 10 provides the number of provisional licenses issued statewide and percentage of licenses issued by region. If we assume provisional licenses represent a part of new assistant principal hires, then 52.6 % of all new assistant principals hired in 2003-04 have a provisional license. Table 11 provides a comparison of the percentage of North Carolina Schools by region and the percentage of provisional licenses granted by region. In two regions the percentage of provisional licenses exceeds the demand created for school administrators by school number (Southcentral & Southeast). This could indicate there are fewer qualified administrative candidates in those regions.

Table 10: Assistant Principals with Provisional Licenses

	1999-2000	2000-2001	2001-2002	2002-2003	2003-2004
Statewide	N=40	N=120	N=232	N=244	N=262
Central	14	38	64	51	51
Northeast	7	14	27	13	11
Northwest	3	7	21	24	27
Southcentral	4	16	33	48	46
Southeast	4	20	39	54	46
Southwest	3	14	33	37	55
West	5	11	15	17	26

Table 11: Comparison of Percent of North Carolina Schools by Region with Percent of Provisional Licenses

Region	Percent of North Carolina Schools in Region	Percent of Provisional Licenses Since 1999-00
Central	25%	24.3%
Northeast	9%	8%
Northwest	14%	9%
Southcentral	13%	16.4%
Southeast	11%	18.2%
Southwest	18%	15.8%
West	9%	8.2%

Table 12: Distribution of New Principals by Regions

	98-99	99-00	00-01	01-02	02-03	03-04
Statewide	N=276	N=296	N=294	N=331	N=232	N=247
Central	22.82%	26.26%	25.17%	23.19%	27.59%	25.51%
Northeast	8.75%	8.75%	11.90%	12.35%	8.62%	6.48%
Northwest	17.17%	17.17%	10.88%	14.16%	15.08%	11.74%
Southcentral	13.13%	13.13%	17.34%	15.06%	13.36%	13.36%
Southeast	10.77%	10.77%	11.22%	12.05%	10.34%	13.77%
Southwest	15.45%	15.45%	15.30%	16.27%	15.09%	18.62%
West	8.75%	8.75%	8.16%	6.93%	9.91%	10.53%

Table 13: Distribution of New Assistant Principals by Regions

	98-99	99-00	00-01	01-02	02-03	03-04
Statewide	N=436	N=379	N=467	N=580	N=329	N=453
Central	24.08%	23.75%	25.27%	23.88%	29.79%	27.69%
Northeast	10.09%	8.18%	8.78%	8.93%	11.55%	6.37%
Northwest	10.09%	15.30%	12.85%	14.95%	12.46%	11.21%
Southcentral	12.39%	14.51%	15.85%	13.23%	10.03%	12.53%
Southeast	10.78%	11.08%	8.14%	8.76%	9.12%	12.09%
Southwest	25.00%	21.64%	24.20%	24.05%	19.76%	23.30%
West	7.54%	5.44%	4.93%	6.18%	7.29%	6.81%

Supply Trends for North Carolina School Administrators

Table 14 provides data collected by the Department of Public Instruction related to the annual demand for principals and assistant principals. In 2003-2004 over 80% of newly hired principals were assistant principals in their previous year of employment. In 2003-2004 slightly over 39% of current assistant principals were classroom teachers in their previous year of employment and just over 38% were employed as assistant principal interns.

Table 14: Sources of New Principals and Assistant Principals

	99-00	00-01	01-02	02-03	03-04
Number of new principals hired	N=296	N=294	N=331	N=232	N=247
% of new principals employed as assistant principals in NC the preceding year	77.36	75.85	74.92	78.01	80.57
% of new principals not employed in NC schools the preceding year	8.54	5.10	9.06	4.74	2.83
Number of new assistant principals hired	N=379	N=467	N=580	N=329	N=453
% of new assistant principals employed as teachers in NC the preceding year	55.14	54.18	42.07	43.47	39.96
% of new assistant principals not employed in NC schools the preceding year				9.73	7.95
% of new assistant principals employed as interns the preceding year	16.89	16.49	29.14	34.95	38.85

Table 15 provides the number of graduates from state Masters in School Administration Programs (MSA) since the 1999-2000 academic year. We have seen an overall increase of 70% in MSA graduates since the 1999-2000 academic year. Based on the last four academic years we see on average a 20% annual increase in the number of MSA graduates.

Table 15: Degrees Conferred in MSA Programs 1999-2000 through 2002-2003

Institution	1999-2000	2000-2001	2001-2002	2002-2003
Appalachian State Univ.	44	10	51	14
East Carolina Univ.	71	64	103	112
Fayetteville State Univ.	13	25	21	31
North Carolina State Univ.		55	92	82
University of North Carolina at Chapel Hill	17	21	15	33
University of North Carolina at Charlotte	39	38	33	45
University of North Carolina Greensboro	38	43	26	57
University of North Carolina Pembroke				6
University of North Carolina Wilmington	7	13	14	16
Western Carolina University	9	14	19	8
UNC total	238	283	374	404

Individuals in the Reserve Pool

In addition to new graduates from MSA programs in North Carolina we have individuals who are licensed as school administrators that constitute a reserve pool of prospective school administrators. The DPI Licensure database in 2002 indicated that of the approximately seventeen thousand (16,689) individuals holding administrative licenses, the actual number of prospective administrators is small. When you remove those in the pool with expired license (6,750), and those currently employed as assistant principals and principals and/or central office directors (4,221), only 5,700 individuals remain. Of that 5,700 in 2002, 56% (3,200) were not currently employed in public education. Although 2,500 reserve pool members in 2002 appears to be a reasonable number, 56% were classroom teachers in 2002 and a large majority are age 50 or older.

Summary of Findings

Using the last five years of data regarding Average Daily Membership we can project a 1.3% annual increase in student enrollment. Using that percentage we can project the number of schools, principals, and assistant principals needed for the next 10 years. If trends in student enrollment and administrative turnover continue we can expect to produce fewer prospective school administrators than we need each year through 2007-2008, after which we will produce more administrative candidates than needed to fill vacancies. In 2002-2003, we produced 404 Masters in School Administration graduates. In the fall of 2003 we hired 700 new administrators across North Carolina.

Demographic Trends:

The data on principal age indicate that a significant percent of current school principals (52%) are over the age of 50 and have 25 years of more of education experience, making them eligible for retirement over the next five years. In contrast our current assistant principals are increasingly younger and inexperienced. Twenty-one percent are younger than 40 and 33% have 10 or less years of total educational experience. Ethnicity of current principals and assistant principals has remained constant since 2001: 1 of every 4 principals and assistant principals are members of an ethnic minority. Gender has also remained constant since 2001: approximately half of school level administrators are female.

Demand Trends:

Based on the last five year's data we can expect a 1.3% increase in Average Daily Membership. Using that percentage we can project the number of North Carolina schools and consequently the number of principals. Using the average ratio of principals to assistant principals we can project the number of total school administrators. The total new hires are projected using the average turnover rate of 15% for the last five years.

Supply Trends:

Based on the number of graduates from the University of North Carolina system MSA programs in 2002-2003, we potentially produced 58% of the needed administrators in North Carolina to fill positions created by new school construction/expansion and turnover. Based on the last five year's data we can expect to hire 5% of needed administrators from other states. In 2003-2004 37% of new positions were filled by administrators with provisional licenses. It is important to note that not all MSA graduates actually earn the administrator license and/or assume an administrative position. We can assume any gap in program graduates, provisional licenses and out of state hires is filled by the reserve pool. The reserve pool at most, is comprised of 2,500 prospective school administrators.

Appendix A: LEAs by Region

For the purpose of this report, LEAs were grouped by the following regions:

Central	Northeast	Northwest	Southcentral	Southeast	Southwest	West
Alamance-	Beaufort	Alexander	Anson	Brunswick	Cabarrus	Avery
Burlington	Bertie	Alleghany	Bladen	Carteret	Kannapolis	Buncombe
Caswell	Camden	Ashe	Columbus	Craven	City	Asheville
Chatham	Chowan	Burke	Whiteville	Duplin	Cleveland	City
Durham	Currituck	Caldwell	City	Greene	Kings Mtn.	Cherokee
Public	Dare	Catawba	Cumberland	Jones	District	Clay
Franklin	Edgecombe	Hickory	Harnett	Lenoir	Shelby City	Graham
Granville	Gates	City	Hoke	New	Davidson	Haywood
Guilford	Halifax	Newton-	Lee	Hanover	Lexington	Henderson
Johnston	Roanoke	Conover	Montgomery	Onslow	City	Jackson
Nash	Rapids City	City	Moore	Pamlico	Thomasville	Macon
Orange	Weldon City	Davie	Richmond	Pender	City	Madison
Chapel Hill-	Hertford	Forsyth	Robeson	Sampson	Gaston	McDowell
Carrboro	Hyde	Iredell-	Scotland	Clinton City	Lincoln	Mitchell
Person	Martin	Statesville		Wayne	Charlotte-	Polk
Randolph	Northhampton	Mooresville			Mecklenburg	Rutherford
Asheboro	Pasquotank	City			Rowan	Swain
City	Perquimans	Stokes			Stanley	Transylvania
Rockingham	Pitt	Surry			Union	Yancey
Vance	Tyrrell	Elkin City				
Wake	Washington	Mt. Airy				
Warren	Wilson	City				
		Watauga				
		Wilkes				
		Yadkin				

APPENDIX I

Principal Supply and Demand Report (2007)

School Leadership Supply and Demand Report

Prepared by the
Principals' Executive Program
UNC Center for School Leadership Development

for the
University of North Carolina – General Administration
Division of University-School Programs

March 2007

Table of Contents

List of Tables..... 3

Introduction..... 4

Demographic Trends..... 5

Demand Trends.....11

Supply Trends..... 14

Discussion of Findings..... 15

Conclusions..... 17

Appendix: LEAs by Regions 19

List of Tables		
Table		Page
1	Superintendent Age	5
2	Principal Age	6
3	Assistant Principal Age	6
4	Superintendent's Years of Education Experience	7
5	Principal's Years of Education Experience	7
6	Assistant Principal's Years of Education Experience	7
7	Superintendents' Highest Degree Level Earned	8
8	Principal Highest Degree Level Earned	8
9	Assistant Principal Highest Degree Level Earned	8
10	Race and Gender of Superintendents	9
11	Race and Gender of Principals	9
12	Race and Gender of Assistant Principals	10
13	Principal Retention Rates 1998-99 through 2005-2006	11
14	Assistant Principals with Provisional License	12
15	Comparison of Percent of North Carolina Schools by Region and Percent of Provisional Licenses	11
16	Distribution of New Superintendents by Regions	12
17	Distribution of New Principals by Regions	13
18	Distribution of New Assistant Principals by Regions	13
19	Sources of New Principals and Assistant Principals	14
20	Degrees Conferred in UNC MSA Programs 1999-2000 through 2005-2006	15

“Never before has the bar been set so high for America’s public education system to ensure that every child achieves at high levels... Never have public schools counted more heavily on the nation’s nearly 84,000 principals to lead the instructional improvements needed to meet tough new state and federal mandates. Never has the resulting need to assure an adequate supply of candidates for school leadership positions been clearer. Yet never have these increasingly challenging and often thankless jobs seemed less enticing, or more difficult to fill.”

The Wallace Foundation 2003

Introduction

This report is written in response to House Bill 257, 1993 Session Laws that directs the Board of Governors to

Study the issue of supply and demand of school administrators to determine the number of school administrators to be trained in the programs in each year of each biennium. The Board of Governors shall report the results of this study to the Joint Legislative Education Oversight Committee no later than March 1, 1994, and annually thereafter.

The purpose of this report is to provide data to the Education Leadership Task Force and the Joint Legislative Education Oversight Committee Concerning School Administrator Programs at the Constituent University of North Carolina Institutions about the trends that influence supply and demand of school based administrators in North Carolina. For this study, school administrators are defined as superintendents, principals, and assistant principals

This report was prepared by the Principal’s Executive Program (PEP) with technical assistance provided by Rebecca Lowe, independent consultant. The data included in this study were collected by the North Carolina Department of Public Instruction (NC DPI) and provided to PEP by the NC DPI Department of Employment and Licensure. The data, which were collected between 1999-2007, represents the most recent data available in the NC DPI licensure, certification, and payroll files for each of the indicators presented.

This report is divided into four parts:

- 1) Demographics;
- 2) Demand Trends,
- 3) Supply Trends,
- 4) Discussion of Findings.

Demographics of North Carolina’s School Administrators

Demographic data collected by the Department of Public Instruction indicate that 87 % of school superintendents in North Carolina have 20 or more years of education experience, 74% hold a doctoral degrees, 86% are white, 78% are male, and 82 % are 50 years old or older. More than half of current superintendents (57%) are 55 or older. In three geographic regions of the state, more than two-thirds of superintendents are 55 years old or older (Central 67%, Northeast 67%, South Central 75%).

The data also show that 56% of North Carolina school principals are female, 76% hold a master’s degree, 59% have more than 20 years of education experience, 63% are 45 years old or older, and 74% are white. Almost half of principals (46%) are age 50 or older. In two geographic regions of the state, at least half of the principals are 50 years or older (Northeast 52%, South Central 55%).

The data show that North Carolina assistant principals are 57% female and 67% white, that 60% have worked in education for fewer than 20 years, and that almost 40% are younger than 40 years of age. This last statistic represents a slowing in the recent trend toward younger assistant principals. Last year, the percentage of assistant principals under age 40 increased by 11 points over the previous year; this year, the percentage showed only a 2 point increase.

The following tables provide detailed demographic data about North Carolina’s superintendents, principals, and assistant principals. To further clarify the school administrator supply-and-demand “picture,” each table offers data disaggregated by geographic region.

Tables 1, 2, and 3 provide the actual numbers on the age of current school administrators.

**Table 1: Superintendent Age
2006-2007**

Age	<40	40-44	45-49	50-54	55+
Statewide	4	6	11	29	65
Central	-	1	1	3	10
North Central	-	2	2	3	7
Northeast	-	-	1	4	10
Northwest	1	1	3	6	8
South Central	-	-	-	3	9
Southeast	-	1	2	3	8
Southwest	-	1	-	3	5
West	3	-	2	4	8

Table 2: Principal Age

2006-2007

Age	<40	40-44	45-49	50-54	55+
Statewide	546	322	399	533	542
Central	105	50	73	95	96
North Central	94	57	66	91	82
Northeast	22	15	29	34	37
Northwest	84	47	48	52	47
South Central	49	38	45	93	72
Southeast	61	31	45	54	53
Southwest	96	48	55	76	103
West	35	36	38	38	52

Table 3: Assistant Principal Age

2006-2007

Age	<40	40-44	45-49	50-54	55+
Statewide	976	334	360	380	453
Central	157	34	68	68	79
North Central	211	77	65	70	92
Northeast	45	17	19	18	26
Northwest	93	36	43	36	37
South Central	92	34	36	53	54
Southeast	83	45	36	35	41
Southwest	247	68	63	83	101
West	48	23	30	17	23

Tables 4, 5, and 6 provide data about the years of education experience of current North Carolina school administrators.

Of current superintendents, 87% have 20 or more years of experience in education; 32% have at least 20 years experience in school administration, and 20% have 10 or more years experience in the superintendency. Superintendents' years of experience are relatively consistent across regions but both the Northwest and Southeast regions have superintendents who have fewer than 10 years education experience.

In every region of the state, more than 50% of principals have 20+ years of education experience. No region has more than 10% of principals with fewer than 10 years of education experience.

Statewide, 22% of assistant principals have fewer than 10 years of education experience. In the Southwest, approximately one quarter of all assistant principals have fewer than 10 years of experience.

**Table 4: Superintendents' Years of Education Experience
2006-2007**

Number of Years	<10	10-14	15-19	20-24	25-29	30+
Statewide	2	5	8	12	31	57
Central	-	-	1	-	5	9
North Central	-	1	1	1	5	6
Northeast	-	-	-	3	3	9
Northwest	1	2	1	3	6	6
South Central	-	-	1	1	4	6
Southeast	1	-	2	3	1	7
Southwest	-	-	1	-	3	5
West	-	2	1	1	4	9

**Table 5: Principals' Years of Education Experience
2006-2007**

Number of Years	<10	10-14	15-19	20-24	25-29	30+
Statewide	115	445	406	381	471	524
Central	30	69	69	72	82	97
North Central	16	87	65	60	86	76
Northeast	5	24	27	16	31	34
Northwest	13	61	64	41	51	48
South Central	14	52	31	57	69	74
Southeast	11	52	50	25	52	54
Southwest	21	78	58	70	64	87
West	5	22	42	40	36	54

**Table 6: Assistant Principals' Years of Education Experience
2006-2007**

Number of Years	<10	10-14	15-19	20-24	25-29	30+
Statewide	558	598	357	352	281	356
Central	85	100	41	58	61	61
North Central	121	119	76	75	54	70
Northeast	22	36	16	20	12	19
Northwest	56	51	42	38	24	34
South Central	57	68	32	44	31	36
Southeast	50	58	43	31	30	28
Southwest	142	130	84	63	54	89
West	25	36	23	23	15	19

Tables 7, 8, and 9 provide data on the level of educational attainment of current North Carolina school administrators

Approximately three quarters of all superintendents hold doctoral degrees. In the Southwest 100% of superintendents hold doctorates, but in the west, only 59% do.

Approximately three quarters of current principals hold masters' degrees, and 8% hold doctorates. In the central region 12% of principals hold doctorates.

Almost 90% of current assistant principals hold masters' degrees but every region of the state contains assistant principals whose highest level of formal education is an undergraduate degree.

**Table 7: Superintendents' Highest Degree Level Earned
2005-2006**

Degree Level	Master's	Specialist	Doctoral
Statewide	3	26	84
Central	-	3	12
North Central	-	3	11
Northeast	1	3	10
Northwest	-	4	15
South Central	1	2	8
Southeast	-	5	9
Southwest	-	-	9
West	1	6	10

**Table 8: Principal Highest Degree Level Earned
2006-2007**

Degree Level	Master's	Specialist	Doctoral
Statewide	1,773	367	197
Central	308	59	52
North Central	310	45	35
Northeast	94	32	9
Northwest	202	55	21
South Central	259	20	17
Southeast	198	28	18
Southwest	277	67	33
West	125	61	12

**Table 9: Assistant Principal Highest Degree Level Earned
2006-2007**

Degree Level	Bachelor's	Master's	Specialist	Doctoral
Statewide	25	2,167	217	89
Central	2	350	41	13
North Central	7	458	23	25
Northeast	1	105	16	3
Northwest	6	201	30	8
South Central	0	252	7	9
Southeast	2	214	17	7
Southwest	5	483	51	22
West	2	104	32	2

Tables 10, 11, and 12 provide demographic data for North Carolina's current superintendents, principals and assistant principals.

More than three-quarters of superintendents are white males. More than half of all principals are female – three quarters are white and one is quarter black. More than half of all assistant principals are female – approximately two-thirds are white and one-third is black.

Only a few of North Carolina's school administrators are Latino, Asian, or Native American. Although minorities are represented in the ranks of school administrators in most regions of the state, the vast majority of principals and assistant principals in the Northwest and West regions are white.

**Table 10: Race and Gender of Superintendents
2006-2007**

Race/Gender	Female - Asian	Female - Black	Female - Hispanic	Female - Am. Indian / Alaskan	Female - White	Male-Asian	Male - Black	Male - Hispanic	Male - Am. Indian / Alaskan	Male - White
Statewide	-	4	-	-	21	-	9	-	2	78
Central	-	1	-	-	3	-	1	-	-	10
Northcentral	-	2	-	-	-	-	4	-	-	7
Northeast	-	1	-	-	3	-	2	-	1	8
Northwest	-	-	-	-	4	-	-	-	-	15
Southcentral	-	-	-	-	3	-	1	-	1	7
Southeast	-	-	-	-	2	-	-	-	-	12
Southwest	-	-	-	-	1	-	-	-	-	8
West	-	-	-	-	5	-	1	-	-	11

Table 11: Race and Gender of Principal

Race/Gender	Female - Asian	Female - Black	Female - Hispanic	Female - Am. Indian / Alaskan	Female - White	Male-Asian	Male - Black	Male - Hispanic	Male - Am. Indian / Alaskan	Male - White
Statewide	1	349	5	21	907	3	192	1	13	800
Central	-	76	2	-	172	-	35	-	-	118
Northcentral	1	83	-	2	129	2	51	-	1	115
Northeast	-	31	-	-	38	-	16	-	-	52
Northwest	-	9	-	2	127	-	6	1	1	126
Southcentral	-	53	1	16	103	-	32	-	11	79
Southeast	-	32	-	1	108	-	20	-	-	79
Southwest	-	62	2	-	145	1	29	-	-	126
West	-	3	-	-	85	-	3	-	-	105

**Table 12: Race and Gender of Assistant Principals
2006-2007**

Race/Gender	Female - Asian	Female - Black	Female - Hispanic	Female - Am. Indian / Alaskan	Female - White	Male-Asian	Male - Black	Male - Hispanic	Male - Am. Indian / Alaskan	Male - White
Statewide	4	481	11	14	912	2	251	3	9	760
Central	-	84	-	1	144	1	56	-	-	113
North Central	-	122	2	-	179	1	77	-	1	126
Northeast	-	27	-	-	48	-	15	-	1	31
Northwest	-	10	1	-	110	-	8	-	1	112
South Central	2	55	3	11	85	-	28	2	5	72
Southeast	1	49	4	1	101	-	19	-	1	60
Southwest	1	132	1	1	189	-	46	1	-	167
West	-	2	-	-	56	-	2	-	-	79

Demand Trends for North Carolina School Administrators

Table 13 outlines North Carolina's principal retention rate from the 1998-99 through the 2005-06 academic years. Consistently, few principals left the principalship after their first year on the job (less than 10%). Thereafter, the percentage increases every year. By their seventh year, more than 40% of principals have left the principalship.

Table 13: Principal Retention Rates 1998-99 through 2005-2006

Cohort Year and Size	% employed in public schools the following year	% employed in public schools 2 years later	% employed in public schools 3 years later	% employed in public schools 4 years later	% employed in public schools 5 years later	% employed in public schools 6 years later	% employed in public schools 7 years later
1998-99 N = 2,017	1886 (94%)	1840 (88%)	1732 (81%)	1631 (75%)	1583 (72%)	1451 (66%)	1277 (58%)
1999-00 N = 2,095	1977 (94%)	1816 (87%)	1673 (80%)	1625 (78%)	1468 (70%)	1320 (63%)	1161 (55%)
2000-01 N = 2,138	1974 (92%)	1822 (85%)	1768 (83%)	1647 (77%)	1412 (66%)	1273 (60%)	N/A
2001-02 N = 2,168	1998 (92%)	1955 (90%)	1832 (85%)	1596 (74%)	1429 (66%)	N/A	N/A
2002-03 N = 2,184	2040 (93%)	1948 (89%)	1719 (79%)	1366 (63%)	N/A	N/A	N/A
2003-04 N = 2,189	2095 (96%)	1883 (86%)	1736 (79%)	N/A	N/A	N/A	N/A
2004-05 N = 2,216	2055 (93%)	1895 (86%)	N/A	N/A	N/A	N/A	N/A
2005-06 N = 2,267	2121 (94%)	N/A	N/A	N/A	N/A	N/A	N/A

Table 14 presents data on the number of assistant principals holding provisional licenses. A one-year provisional license may be issued by a local board of education to an individual selected for employment as an assistant principal if

- The local board has determined there is a shortage of persons who hold or are qualified to hold a principal’s license and the employee enrolls in an approved program leading to a master’s degree in school administration before the provisional license expires; or
- The employee is enrolled in an approved Master’s of School Administration (MSA) program and is participating in that program’s required internship.

The number of provisional licenses issued in North Carolina rose more than 600% – from 40 to 232 – between the 1999-2000 and 2001-02 school years. From 2001-02 to 2004-05, the number continued to rise, but by a smaller percentage. The number fell in 2004-05 then rose again for the next two years. Notably, 28 more provisional licenses were issued last year than during the previous year.

Table 14: Assistant Principals with Provisional Licenses

	2000-2001	2001-2002	2002-2003	2003-2004	2004-2005	2005-2006	2006-2007
Statewide	N=120	N=232	N=244	N=262	N=243	N=261	N=289
Central	38	64	51	51	47	61	74
Northeast	14	27	13	11	10	10	23
Northwest	7	21	24	27	21	45	14
South Central	16	33	48	46	43	43	32
Southeast	20	39	54	46	45	33	65
Southwest	14	33	37	55	53	43	30
West	11	15	17	26	24	26	51

Table 15: Comparison of Percent of NC Schools by Region with Percent of Provisional Licenses

Region	Percent of North Carolina Schools in Region	Percent of Provisional licenses 2006-2007
Central	17%	17% (50)
North Central	16%	9% (19)
Northeast	6%	3% (9)
Northwest	11%	15% (44)
South Central	12%	14% (40)
Southeast	10%	14% (41)
Southwest	15%	20% (59)
West	8%	9% (27)

Table 16: Distribution of New Superintendents by Regions

	05-06	06-07
Statewide	N=14	N=13
Central	-	-
North Central	2	4
Northeast	2	2
Northwest	4	1
South Central	2	2
Southeast	1	1
Southwest	2	2
West	1	1

Table 17: Distribution of New Principals by Regions

	00-01	01-02	02-03	03-04	04-05	05-06	06-07
Statewide	N=294	N=328	N=232	N=250	N=274	N=273	N=325
Central	74	76	65	64	58	54	82
Northeast	35	40	21	15	44	48	52
Northwest	32	46	35	30	38	42	44
South Central	50	50	30	32	30	45	51
Southeast	32	40	23	35	38	34	26
Southwest	44	53	35	47	19	25	39
West	24	23	23	27	47	25	31

Table 18: Distribution of New Assistant Principals by Regions

	00-01	01-02	02-03	03-04	04-05	05-06	06-07
Statewide	N=467	N=579	N=329	N=453	N=453	N=396	N=521
Central	117	139	99	127	118	92	149
Northeast	42	52	39	27	41	32	53
Northwest	61	87	39	50	63	52	59
South Central	75	75	33	59	59	56	57
Southeast	37	52	30	54	54	48	43
Southwest	112	139	66	104	82	84	116
West	23	35	23	32	36	32	44

Supply Trends for North Carolina School Administrators

Table 19 provides data collected by the Department of Public Instruction related to the annual demand for principals and assistant principals. In 2006-2007, 77% of newly hired principals had served as assistant principals in 2005-06. Of newly hired assistant principals in 2006-07, 49% were classroom teachers in 2005-06 and approximately 33% were employed as assistant principal interns.

Table 19: Sources of New Principals and Assistant Principals

	99-00	00-01	01-02	02-03	03-04	05-06	06-07
% of new principals employed as assistant principals in NC the preceding year	77%	76%	75%	78%	81%	68%	77%
% of new principals not employed in NC schools the preceding year	9%	5%	9%	5%	3%	14%	6%
% of new assistant principals employed as teachers in NC the preceding year	55%	54%	42%	43%	40%	50%	49%
% of new assistant principals employed as interns the preceding year	17%	16%	29%	35%	39%	26%	33%

Table 20 provides the number of recent graduates of North Carolina's Master's of School Administration (MSA) programs. Since the 1999-2000 academic year, North Carolina has seen an overall increase of 90% in MSA graduates.

**Table 20: Degrees Conferred in UNC MSA Programs
1999-2000 through 2005-2006 (UNC-GA data)**

Institution	1999-2000	2000-2001	2001-2002	2002-2003	2003-2004	2004-2005	2005-2006
Appalachian State University	44	10	51	14	37	40	64
East Carolina University	71	64	103	112	49	106	54
Fayetteville State University	13	25	21	31	25	26	21
North Carolina A & T State	N/A	N/A	N/A	N/A	N/A	4	41
North Carolina Central	N/A	N/A	N/A	N/A	15	18	13
North Carolina State University	N/A	55	92	82	67	53	62
University of North Carolina Chapel Hill	17	21	15	33	43	32	39
University of North Carolina at Charlotte	39	38	33	45	41	25	54
University of North Carolina Greensboro	38	43	26	57	58	53	31
University of North Carolina Pembroke	N/A	N/A	N/A	6	25	42	26
University of North Carolina Wilmington	7	13	14	16	25	6	23
Western Carolina University	9	14	19	8	11	12	24
UNC total	238	283	374	404	396	417	452

The “Reserve Pool” Approximately 14,000 educators hold current (not expired) school administrator licenses in North Carolina. Approximately 5,000 of these are currently employed as assistant principals, principals, central office staffers, or superintendents. Of the remaining number (8,970), approximately 2,600 are employed in the public schools in other than leadership positions. The remainders (6,335) constitute the “reserve pool” of North Carolina school administrators.

Discussion of Findings

In general, a near absence of educators from Asian, Hispanic, and Native American backgrounds exists at all levels of school leadership in North Carolina.

Superintendents

- Many North Carolina superintendents are nearing retirement age.
- There is a significant lack of racial diversity among North Carolina's superintendents, although one third of the state's assistant principals and one quarter of the state's principals are ethnic minorities.
- There is a significant lack of gender equality among North Carolina superintendents although more than half of all assistant principals and principals are women.

Principals

- North Carolina principals are nearing retirement age with 995 (43%) having 25 or more years of education experience; full retirement is possible after 30 years of service. There are 1075 over the age of 50.
- Approximately one in four principals belongs to an ethnic minority.
- More than one-half of all principals are women.

Assistant Principals

- There are 976 (40%) assistant principals younger than 40 years of age and 46% have fewer than fifteen years education experience.
- Since 2001, the number of ethnic minority assistant principals as increased from one-quarter to one-third of the state's total.
- Nearly three-fifths (57%) of the state's assistant principals are women.

In 2004 the Rand Corporation conducted an in-depth analysis of the NC-DPI's data on school administrators. The Corporation's report contained a number of significant findings regarding minority hiring.

- Women in the North Carolina public schools, "across the board . . . are less likely than males to advance to administrative positions";
- Men are "four times more likely than women to become principals directly (that is, without first serving as an assistant principal), and over three times more likely to become assistant principals"; and
- "The administrative pipeline may not be well primed to sustain increases in the proportion of minority principals."

Demand Trends:

Over the past seven years, the demand for new principals (an average of 280 each year) has remained reasonably constant. During the last year of the study, however, demand rose to 325 (representing an increase of 16% over the previous year).

Over the past seven years, the demand for new assistant principals (an average of 435 each year) has remained reasonably constant. During the last year of the study, however, demand rose to 521 (an increase of 20% over the previous year).

Over the past two years demand for new superintendents has remained reasonably constant (14 in 2005-06 and 13 in 2006-07)

Population data for the state indicate a gradual, constant increase in the number of students attending North Carolina's schools over the next several years. This increase will necessitate an increase in the number of schools that are built and, thus, the number of school administrators who are hired.

Data regarding principal retention demonstrate that approximately one quarter of North Carolina's principals are no longer employed in the state's public schools after 4 years on the job, and that more than one-third are gone after 6 years.

Age data indicate that administrator turnover rates over the next several years will increase.

The number of new MSA graduates, plus the number of assistant principals who are under the age of 40 indicate that, over time, the average age of North Carolina's principals may decrease.

Supply Trends:

A total of 859 school administrators were hired in North Carolina in 2006-07 (13 superintendents, 325 principals, and 521 assistant principals). Of the new principals 77% were employed as assistant principals during 2005-06. In 2005-2006 the education schools of the UNC system produced 452 MSA graduates. If we assume, as data from the last five years indicate, that in any given year, 5% of the state's new administrator hires come from out of state, we might assume that the supply of new administrators equaled 81% of the state's demand for new administrators, leaving a shortfall of only 19%.

These numbers, however, do not tell the whole story. A closer reading of the data indicates that more than half (285) of the new assistant principal hires hold provisional licenses, which means – because MSA graduates and out-of-state hires hold permanent certificates – that only 54% of *all* new hires in school administration this year came from either the UNC system or out of state. This fact demonstrates that many MSA graduates are not entering the field of school administration. Add to this group the number of educators who hold licenses in school administration but do not serve as school administrators (in 2002, 2,500 who were under retirement age and were employed either outside of education or as teachers), and the complexity of the school-administrator supply-and-demand issue is revealed: although there seems to be a sufficient number of qualified people to fill administrator vacancies in North Carolina's schools, these qualified individuals are not applying for the available jobs and the situation seems to be worsening over time.

Conclusions

In 2004, the Rand Corporation reported, “According to anecdotal reports, schools in the United States are having difficulty recruiting and hiring school administrators, and the reigning perception has been that the difficulty stems from a general shortage of people qualified to be school administrators. This perception was called into question recently by three studies based on empirical information on administrative careers. These studies, all of which were summarized in a Policy Brief by the Wallace Foundation (2003), suggest that the supply of nominally qualified (e.g., certified) individuals available to serve as school administrators is indeed adequate.”

The Wallace Foundation Policy Brief to which the Rand report referred stated, “Policies and practices aimed solely at adding more certified candidates to the pipeline miss the core challenges underlying the difficulty many districts are having in attracting and retaining high quality leaders. These challenges include inadequate incentives to draw high quality leaders to the neediest schools with the most difficult working conditions, counterproductive hiring practices, and regulatory hurdles. Taken together, the lack of initiatives to address these challenges is inhibiting efforts to attract enough qualified candidates to the very schools and districts that most desperately need them.”

These two statements reflect and support the findings of this study. As noted above, although the supply of candidates to fill school administrator positions in North Carolina seems to be adequate, in practice, school districts across the state continue to struggle to fill those positions.

The findings of this study are not new. Previous studies have noted a similar supply-and-demand discrepancy in North Carolina and their authors have speculated about possible causes – for example, an unintended consequence of a salary boost for teachers who gain National Board Certification. In North Carolina, any teacher who holds an MSA degree, regardless of whether he/she takes a job in school administration, receives an automatic 10% salary increase. If that same teacher becomes board certified, he/she immediately receives an additional 12% increase in salary. Teachers who are in this enviable position, therefore, often earn more money by remaining in the classroom than they would earn as assistant principals.

This well-intentioned disincentive is certainly one but by no means the only factor affecting North Carolina’s complicated school administrator supply-and-demand picture. Unfortunately, however, few investigators have attempted to discover data that might clarify it. Much investigative work, therefore, is required to determine precisely why MSA graduates and other qualified candidates are either not pursuing or not remaining in school administrator positions.

The results of this study suggest a few obvious paths of investigation. For example, the under-representation of women and minorities in the top tier of school administration in North Carolina warrants further exploration, as does the issue of why, in all regions of the state, the percentage of women teachers is much higher than the percentage of women in

school administrator positions. While, 80% of the 94,129 full time teachers employed in North Carolina's public schools in 2006 were female, only 22% of NC superintendents, 56% of principals, and 57% of assistant principals were female.

The supply-and-demand dilemma is likely the result of a complex array of factors – including a lack of incentives, a presence of disincentives, regulatory hurdles, difficult working conditions, etc. – that intertwine, overlap, and together discourage qualified candidates from entering or remaining in school administration.

Appendix A: LEAs by Region

For the purpose of this report, LEAs were grouped into the following 8 geographic regions:

Central	Northeast	North Central	Northwest	South Central	Southeast	Southwest	West
Alamance-Burlington	Beaufort County	Durham Public	Alexander County	Bladen County	Brunswick County	Anson County	Buncombe County
Caswell County	Bertie County	Edgecombe County	Alleghany County	Columbus City	Carteret County	Cabarrus County	Asheville City
Chatham County	Camden County	Franklin County	Ashe County	Whiteville City	Craven County	Kannapolis City	Cherokee County
Davidson County	Currituck County	Granville County	Avery County	Cumberland County	Duplin County	Cleveland County	Clay County
Lexington City	Dare County	Halifax County	Burke County	Harnett County	Greene County	Kings Mt district	Graham County
Thomasville City	Gates County	Roanoke County	Caldwell County	Hoke County	Jones County	Shelby City	Haywood County
Forsyth County	Hertford County	Rapids City	Catawba County	Lee County	Lenoir County	Gaston County	Henderson County
Guilford County	Hyde County	Weldon City	Johnston County	Montgomery County	New Hanover County	Lincoln County	Jackson County
Orange County	Martin County	Nash-Rocky Mount	Hickory City	Moore County	Richmond County	Charlotte-Mecklenburg	Macon County
Chapel Hill-Carrboro	Pasquotank County	Northampton County	Newton City	Robeson County	Pamlico County	Stanly County	Madison County
Person County	Perquimans County	Vance County	Conover City	Scotland County	Pender County	Union County	Dowell County
Randolph County	Pitt County	Wake County	Davie County	Statesville City	Sampson County		Mitchell County
Asheboro City	Tyrrell County	Warren County	Iredell-Statesville	Mooresville City	Clinton City		Polk County
Rockingham County	Washington County	Wilson County	Rowan-Salisbury	Surry County	Wayne County		Rutherford County
Stokes County			Schools	Schools	Public		Swain County
			Elkin City	Elkin City			Transylvania County
			Mount Airy City	Mount Airy City			Yancey County
			Watauga County	Watauga County			
			Wilkes County	Wilkes County			
			Yadkin County	Yadkin County			

APPENDIX J

Survey Instrument

Survey of YSU Administrative Licensure Students

For

A Dissertation Study

By

Charles W. Jeffords

**AN EXAMINATION OF FACTORS AFFECTING EDUCATIONAL
ADMINISTRATORS' CAREER ADVANCEMENT DECISIONS IN RESPONSE
TO A PERCEIVED NATIONAL EDUCATIONAL ADMINISTRATOR
SHORTAGE**

Directions

This questionnaire is identified by a code number to simplify record keeping and follow-up procedures. In reporting the results, no individual identity will be divulged. Only group responses will be cited. Respondent confidentiality is assured.

Please attempt to answer every question and make every answer a sincere one. In the event none of the alternatives corresponds exactly to your position or opinion, select the alternative closest to the answer you would like to give.

Using a No. 2 pencil, blacken the letter indicating your response on the Questionnaire Response Sheet that corresponds to the numbered question on the survey. Do not return the survey.

Place your completed Questionnaire Response Sheet and the Informed Consent Form (optional) in the enclosed stamped, self-addressed envelope and mail it by February 15, 2008 to Charles W. Jeffords, Doctoral Fellow, Department of Educational Foundations, Research, Technology, and Leadership, One University Plaza, Youngstown State University, Youngstown, Ohio 44555.

Your cooperation and assistance in this research study are greatly appreciated.

Survey of YSU Administrative Licensure Students

1. **What is your present position?**
 - A. Superintendent
 - B. Principal
 - C. Assistant Principal
 - D. Teacher
 - E. Administrative Specialist

2. **How many years have you been in your present position?**
 - A. 1
 - B. 2-3
 - C. 4-5
 - D. 6-7
 - E. 8-9
 - F. 10+

3. **How many years have you been a school administrator?**

A. 1	F. 10-11
B. 2-3	G. 12-13
C. 4-5	H. 14-15
D. 6-7	I. 16+
E. 8-9	J. Not licensed

4. **How many years have you been in education (include teaching)?**

A. 1-5	E. 21-25
B. 6-10	F. 26-30
C. 11-15	G. 30+
D. 16-20	

5. **What is your current administrative licensure status?**
 - A. Superintendent
 - B. Secondary Principal
 - C. Middle School Principal
 - D. Elementary Principal
 - E. Administrative Specialist
 - F. Not Licensed

6. **What licensure status do you intend to achieve?**
 - A. Superintendent
 - B. Secondary Principal
 - C. Middle School Principal
 - D. Elementary Principal
 - E. Administrative Specialist

- 7. What administrative position do you aspire to attain in the future?**
- A. Superintendent
 - B. Secondary Principal
 - C. Middle School Principal
 - D. Elementary Principal
 - E. Administrative Specialist
- 8. What factors would you (or did you) consider when first entering school administration?**
- A. Economic (i.e., salary, moving expenses)
 - B. Educational (i.e., licensure, advanced degree)
 - C. Ideological (i.e., individual philosophy, perceived conditions)
 - D. Physiological/Psychological (i.e., stress, health-related)
 - E. Political (i.e., policies, procedures, positions)
 - F. Sociological (i.e., family, community, colleagues)
- 9. What factors would you (or did you) consider when deciding to advance to a higher administrative position?**
- A. Economic (i.e., salary, moving expenses)
 - B. Educational (i.e., licensure, advanced degree)
 - C. Ideological (i.e., individual philosophy, perceived conditions)
 - D. Physiological/Psychological (i.e., stress, health-related)
 - E. Political (i.e., policies, procedures, positions)
 - F. Sociological (i.e., family, community, colleagues)
- 10. What factors would you (or did you) consider when deciding not to enter school administration, advance to a higher position, or continue in administration?**
- A. Economic (i.e., salary, moving expenses)
 - B. Educational (i.e., licensure, advanced degree)
 - C. Ideological (i.e., individual philosophy, perceived conditions)
 - D. Physiological/Psychological (i.e., stress, health-related)
 - E. Political (i.e., policies, procedures, positions)
 - F. Sociological (i.e., family, community, colleagues)
- 11. What is your age?**
- | | |
|----------|----------|
| A. 25-30 | F. 51-55 |
| B. 31-35 | G. 56-60 |
| C. 36-40 | H. 61-65 |
| D. 41-45 | I. 66+ |
| E. 46-50 | |
- 12. Which best describes the community where your school district is located?**
- A. Urban
 - B. Suburban
 - C. Rural

- 13. Have you spent your entire educational career in one school district?**
 A. Yes
 B. No
- 14. How long did it take you to obtain your first administrative position once you were licensed and actively sought such a position?**
 A. Less than 1 year
 B. 1 year
 C. 2 years
 D. 3 years
 E. 4 years
 F. 5+ years
- 15. What is your perception of the most important reason you were employed by your present board of education?**
 A. Personal characteristics (i.e., honesty, tact)
 B. Potential to be a change agent
 C. Ability to maintain the status quo
 D. Ability to be an instructional leader
 E. No particular important reason
 F. Not sure
- 16. Do you believe there is an old girl/boy network in your district that helps individuals get administrative positions?**
 A. Yes
 B. No
 C. Don't know

For responses 17-25, please indicate the degree to which each of the following may be a barrier limiting administrative opportunities for women. (All participants answer.)

		Important Factor	Somewhat Important Factor	Not a Factor	Don't Know
17.	School boards do not actively recruit women	A	B	C	D
18.	Lack of mobility of family members	A	B	C	D
19.	Lack of opportunities to gain key experiences prior to seeking administrative positions	A	B	C	D
20.	Lack of professional networks	A	B	C	D

		Important Factor	Somewhat Important Factor	Not a Factor	Don't Know
21.	Perception of school board members that women are not strong managers	A	B	C	D
22.	Perceptions of school board members that women are unqualified to handle budgeting and finances	A	B	C	D
23.	Perception that women will allow their emotions to influence administrative decisions	A	B	C	D
24.	The nature of administrative work makes it an unattractive career choice	A	B	C	D
25.	Lack of mentors/mentoring in school districts	A	B	C	D

For responses 26-31, please indicate the degree to which each of the following may help advance career opportunities for women. (All participants answer.)

		Important Factor	Somewhat Important Factor	Not a Factor	Don't Know
26.	Emphasis placed on improving instruction	A	B	C	D
27.	Knowledge of instructional process	A	B	C	D
28.	Knowledge of curriculum	A	B	C	D
29.	Ability to maintain organizational relationships	A	B	C	D
30.	Interpersonal skills	A	B	C	D
31.	Responsiveness to parents and community groups	A	B	C	D

32. **In your opinion, to what extent are discriminatory hiring and promotional practices in your district a problem in limiting administrative career opportunities for minorities (not women)?**
- A. Major problem
 - B. Minor problem
 - C. Little problem
 - D. No problem
33. **From your perspective, which of the following factors most inhibits your effectiveness as a school administrator?**
- A. Too many insignificant demands
 - B. Too much added responsibility
 - C. Inadequate financing of schools
 - D. State reform mandates
 - E. Inexperienced, unqualified, or ill-prepared staff members
 - F. Difficulty in relations with board members
 - G. Collective bargaining agreements
 - H. Racial/ethnic problems
 - I. Lack of community support
 - J. Board micromanagement
34. **How do you perceive your overall effectiveness as a school administrator?**
- A. Very successful
 - B. Successful
 - C. Sometimes successful
 - D. Not successful
 - E. Have no idea
35. **If you had to do it all over again, would you choose a career as a:**
- A. School superintendent
 - B. Other central office position
 - C. Classroom teacher
 - D. Principal or assistant principal
 - E. Outside of education
36. **If you have held more than one administrative position, please indicate the reason you left your last administrative position.**
- A. Lack of adequate financing
 - B. Conflict with board members
 - C. Retirement
 - D. Board of education elections; changed politics
 - E. Family considerations
 - F. Higher education opportunities
 - G. Conflict with community groups
 - H. Conflict with employee groups

For responses 37-48, please rate each of the following issues and challenges facing school administrators today.

		Of Great Significance	Significant	Of Limited Significance	Of Little or No Significance
37.	Changing demographics	A	B	C	D
38.	District consolidation	A	B	C	D
39.	Curriculum changes	A	B	C	D
40.	Financing schools	A	B	C	D
41.	Assessing and testing for learner outcomes	A	B	C	D
42.	Drugs and alcohol in schools	A	B	C	D
43.	Accountability	A	B	C	D
44.	Changes in societal values	A	B	C	D
45.	State and federal mandates	A	B	C	D
46.	Student discipline	A	B	C	D
47.	Administrator recruitment	A	B	C	D
48.	“Choice” programs	A	B	C	D

49. What is the highest earned degree you hold?

- A. B.A. or B.S.
- B. Master’s degree in education
- C. Master’s degree not in education
- D. Master’s degree plus some additional graduate work
- E. Specialist degree
- F. Ed.D. or Ph.D.

50. How much self-fulfillment does your position as an educator provide?

- A. None
- B. Little
- C. Moderate
- D. Considerable

- 51. Teaching/administration is often described as a stressful occupation. Do you, in performing your role as an educator, feel:**
- A. No stress
 - B. Little stress
 - C. Moderate stress
 - D. Considerable stress
 - E. Very great stress
- 52. Where do you see yourself in 5 years?**
- A. Classroom teacher
 - B. Entering school administration
 - C. I definitely will continue in school administration, whether in this district or another, until retirement age.
 - D. I will continue in school administration until I can qualify for minimum state retirement benefits (i.e., early retirement).
 - E. I will leave when I find a desirable position in a university.
 - F. I will leave when I find a desirable position outside of education.
 - G. This is an impossible position and I want to get out of it as soon as possible.
- 53. What is your gender?**
- A. Male
 - B. Female
- 54. What is your racial/ethnic group**
- A. Black
 - B. White
 - C. Hispanic
 - D. Native American
 - E. Asian
 - F. Pacific Islander
- 55. What is your marital status?**
- A. Married
 - B. Single
 - C. Divorced

Thank you for your cooperation and patience in completing this questionnaire!

APPENDIX K

Permission from Human Subject Research Committee



One University Plaza, Youngstown, Ohio 44555
School of Graduate Studies and Research
Office of the Dean
330.941.3091
Fax 330.941.1580
graduateschool@cs.ysu.edu

November 17, 2008

Dr. Richard Baringer, Principal Investigator
Mr. Charles Jeffords, Co-investigator
Department of Educational Foundations, Research,
Technology, and Leadership
UNIVERSITY

RE: HSRC Protocol Number: 46-2008
Title: Personal and Institutional Factors Affecting School Administrators' Career Advancement Decisions

Dear Dr. Baringer and Mr. Jeffords:

The Human Subjects Research Committee has reviewed the abovementioned protocol and determined that it is exempt from full committee review based on a DHHS Category 2 exemption.

Any changes in your research activity should be promptly reported to the Human Subjects Research Committee and may not be initiated without HSRC approval except where necessary to eliminate hazard to human subjects. Any unanticipated problems involving risks to subjects should also be promptly reported to the Human Subjects Research Committee.

The HSRC would like to extend its best wishes to you in the conduct of this study.

Sincerely,

A handwritten signature in black ink, appearing to read "Peter J. Kasvinsky".

Peter J. Kasvinsky
Dean, School of Graduate Studies and Research
Research Compliance Officer

PJK/cc

c: Dr. Robert Beebe, Chair
Department of Educational Foundations, Research, Technology, and Leadership

APPENDIX L

Letter of Introduction

Dear YSU Administrative Licensure or Doctoral Student/Graduate,

My name is Charles Jeffords and I am a Doctoral Fellow in the Department of Educational Foundations, Research, Technology, and Leadership at Youngstown State University. I am conducting a research study entitled Personal and Institutional Factors Affecting School Administrators' Career Advancement Decisions. To complete my research, I have chosen to survey persons enrolled in administrative licensure or doctoral courses at YSU from 2002-2007.

Enclosed are a consent form, the survey instrument, a questionnaire response form, and a pre-paid return envelope. Your participation in this research is important to not only me, but to the university and the profession as well. If you would take about 15 minutes to complete the survey, recording your responses on the questionnaire response form, and return the consent and response forms in the return envelope, you would be making a valuable contribution to this research study.

If you have any questions regarding the study, please don't hesitate to contact me at cwjeffords@ysu.edu or 330-941-2236. My intent is to enhance our knowledge of school administration and provide information that will be useful to potential and practicing administrators.

Please accept my sincere thanks for your attention to this request and I look forward to adding your contribution to my research effort.

Sincerely,

Charles W. Jeffords

APPENDIX M

Informed Consent Form

Youngstown State University

INFORMED CONSENT

Dear Sir or Madam:

I am conducting a study to determine factors governing career advancement decisions of prospective and practicing school administrators. In this study, you will be asked to complete a survey designed to identify specific factors you might use to make career advancement decisions. Your participation should take about 15 minutes.

There are no risks to you.

All information will be handled in a strictly confidential manner, so that no one will be able to identify you when the results are reported.

Your participation in this study is totally voluntary and you may withdraw at any time without negative consequences. If you wish to withdraw at any time during the study, simply withhold returning the survey and/or inform me at 330-941-2236 or at cwjeffords@ysu.edu

Please feel free to contact Charles W. Jeffords, Doctoral Fellow at 330-941-2236 if you have any questions about the study. Or, for further questions, contact the Director of Grants and Sponsored Programs at YSU (330-941-2377).

I understand the study described above and have been given a copy of the description as outlined above. I am 18 years of age or older and I agree to participate.

Signature of Participant

Date